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STRENGTHENING OF THE COORDINATION OF HUMANITARIAN AND DISASTER RELIEF ASSISTANCE OF THE UNITED NATIONS, INCLUDING SPECIAL ECONOMIC ASSISTANCE: EMERGENCY INTERNATIONAL ASSISTANCE FOR PEACE, NORMALCY AND RECONSTRUCTION OF WAR-STRICKEN AFGHANISTAN

Emergency assistance to Afghanistan

Report of the Secretary-General

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I. INTRODUCTION

1. The present report is submitted in pursuance of General Assembly resolution 50/88 A of 19 December 1995. In that resolution, the Assembly requested the Secretary-General to authorize the United Nations Special Mission to Afghanistan, established under resolution 48/208 of 21 December 1993, to continue its efforts to facilitate national reconciliation and reconstruction in Afghanistan. A separate report concerning the activities of the Special Mission has been submitted in pursuance of General Assembly resolution 50/88 B of 19 December 1995 (A/51/698).

2. The General Assembly called upon all Afghan parties not to hinder in any way efforts by the United Nations to transport and distribute emergency humanitarian assistance to the Afghan population, particularly to the city of Kabul, and urged them to ensure full freedom of movement for the Special Mission.

3. The General Assembly requested me to continue efforts to develop plans for national reconstruction and rehabilitation beginning in areas of peace and security, on the basis of the recommendations set out in my previous report (A/50/737).

4. The General Assembly also requested me, inter alia, to report to the Assembly at its fifty-first session on the progress made in the implementation of the resolution. The present report covers the period from the adoption of resolution 50/88 A to mid-October 1996.

II. BACKGROUND TO THE SITUATION IN AFGHANISTAN

5. The protracted conflict in Afghanistan has had grave implications for the general population. The fighting has produced a refugee population of at least 6 million people, most of whom have been relocated to camps in Pakistan and the Islamic Republic of Iran. Of the approximately 4 million that have been repatriated, many have returned to homes that have been destroyed, fields that have been rendered incapable of agricultural production and water supplies that have been polluted. Within the country itself, up to 500,000 Afghans have been forced to relocate in the last two years.

6. Until the beginning of September 1996, Afghanistan was under the control of five main factions: the Taliban, which possesses control of 14 provinces in the southern, south-western and western parts of the country; the government forces of Mr. Burhanuddin Rabbani and the chief military commander Ahmad Shah Masoud in control of Kabul and its neighbouring five provinces in the north-east; General Rashid Dostum and allies in six provinces mainly in the north of the country; the Hajji Abdul Qadir-led shura in control of the three eastern provinces; and the Hezb-e-Wahdat, which controls Bamyan and parts of the Ghor provinces in central Afghanistan.

7. The most intense fighting in September 1996, which included rocket and aerial attacks, occurred around Kabul between the Taliban and government forces,

blocking the main supply road from Jalalabad and causing an acute shortage of food and fuel. On 10 September, the Taliban attacked and captured from government forces the strategic town of Hasarak, some 70 kilometres south-west of Jalalabad. On 11 September, the Taliban took control of Jalalabad and by 27 September had entered Kabul, taking control from Rabbani's forces with only minor resistance.

8. It is estimated that up to 10 million landmines are still buried in Afghanistan, preventing the safe and efficient implementation of humanitarian programmes, the return of internally displaced persons and the reclamation of fields for agricultural production. Preventable communicable diseases are the leading cause of death among Afghan children. Malnutrition, for example, affects between 15 and 20 per cent of all children under the age of five.

9. The basic welfare of women has deteriorated considerably. Afghanistan is now listed as the last of the 130 countries on the United Nations Development Programme (UNDP) gender development index, which measures female literacy, life expectancy and school enrolment. In the two thirds of Afghanistan that is controlled by the Taliban, girls are generally denied access to education and women are denied access to work.

10. Infant, childhood and maternal mortality rates are also cause for concern. For every 1,000 infants born, it is estimated that 182 die, while 257 out of every 1,000 children die before they reach the age of five. Some 1,700 mothers die for every 100,000 that give birth and only 12 per cent of pregnant women have access to the most basic health care. Furthermore, there is an acute shortage of health personnel at all levels.

11. Only 5 per cent of the rural population and at best only 40 per cent of the urban population have access to safe drinking water. In the past two years Afghanistan has had typhoid and cholera epidemics, while pneumonia threatens the majority of children.

III. EMERGENCY HUMANITARIAN ASSISTANCE

12. In its resolution 50/88 A, the General Assembly called upon the international community to respond to the United Nations inter-agency consolidated appeal for emergency humanitarian and rehabilitation assistance for Afghanistan launched by the Secretary-General for the period from 1 October 1995 to 30 September 1996.

13. The appeal called for US$ 124 million for assistance to internally displaced persons, mine clearance, voluntary repatriation, food aid, agriculture, social programmes and coordination of relief and management support. As of 16 October 1996, a total of $60.1 million had been pledged/contributed to the United Nations agencies and non-governmental organizations for the programmes contained in the appeal.

14. In order to respond to the needs during the winter period, a supplement was issued to extend the appeal for a further three months, from 1 October to 31 December 1996. The main focus of the supplement is the emergency winter

relief needs and in particular the urgent requirements of the inhabitants of Kabul. Total requirements for the period from 1 October to 31 December 1996 amount to $11.2 million. Funding has been requested for food and non-food items (such as blankets and plastic sheeting), fuel and mine-clearance activities.

15. A new inter-agency consolidated appeal will be launched at the beginning of December 1996. It will cover the period until 31 December 1997 and seek to respond to the basic needs of the Afghan people. The programmes contained in the appeal are aimed at establishing nationwide mechanisms that respond to immediate needs, such as basic relief, mine clearance and repatriation, and other mechanisms that respond to priority needs in deprived areas in the different regions, such as the provision of safe drinking water, primary health care, urban and rural recovery.

16. Humanitarian programmes have continued to operate throughout Afghanistan. However, the current Taliban policies regarding women are having a significant impact on projects that employ women as well as those that target women as direct beneficiaries. This impact is more pronounced and visible in Kabul, where there is a limited presence of United Nations agencies and non-governmental organizations.

A. Implementation of humanitarian programmes

1. Internally displaced persons

17. Ongoing hostilities and the presence of mines have served as hindrances to the safe return of internally displaced persons. In this environment, a major priority of United Nations agencies and non-governmental organizations has been to create conditions that are conducive to the reintegration and resettlement of internally displaced persons. Programmes have been established to provide internally displaced persons with emergency assistance and to facilitate their reintegration by initiating income generating projects and other vocational training schemes.

18. In Kabul, the World Food Programme (WFP) has facilitated the reintegration of returning internally displaced persons and refugees by implementing activities such as income generation and food production. Furthermore, in a drive to improve the self-reliance of the internally displaced persons, WFP has initiated a large food-for-work project aimed at improving the sanitary conditions and rehabilitating the State farms in Jalalabad city. Water supply, health care and expanding educational opportunities are being provided by non-governmental organizations under the overall coordination of the United Nations Office for the Coordination of Humanitarian Assistance.

19. As of 30 September 1996, some 104,433 people continued to live in internally displaced persons camps in Jalalabad, where WFP has been providing a ration of 50 kilograms of wheat per family per month. Food assistance was originally to have been phased out by spring 1996, yet conditions in Kabul have continued to prevent the return of many internally displaced persons. Furthermore, internally displaced persons living in camps in northern Afghanistan are included in food-for-work programmes; approximately 8,000

internally displaced persons in the Jalalabad camps are employed in food-for-work schemes through WFP which has also initiated small-scale rehabilitation and resettlement activities in Jalalabad and other cities hosting internally displaced person populations.

20. Pursuant to its responsibility for the management of services to internally displaced persons, the United Nations Office for the Coordination of Humanitarian Assistance supervises the distribution of non-food items for shelter, as well as household items and kerosene. It also coordinates and supports income generating activities for internally displaced persons.

21. The total number of internally displaced persons in the Mazar-i-Sharif and Kunduz camps is estimated at 35,000. After the Taliban takeover of Kabul in September 1996, an additional number of 9,231 persons from Kabul have been displaced to Kunduz, Taloqan, Pul-i-Khumri and Mazar-i-Sharif in northern Afghanistan. These figures exclude the thousands of Afghans displaced from Kabul since 1992 who are not living in camps.

22. Some 50,000 people were displaced in the first weeks of November by fierce fighting between the Taliban and the combined forces of General Dostum and Ahmad Shah Masoud in north-western Afghanistan. Around 45,000 people from small towns and villages in the frontline areas of the Badghis province fled southwards to the town of Qala-i-Nau. Another 2,000 to 3,000 people proceeded further south to Herat, the main city in western Afghanistan, which was captured by the Taliban in September 1995.

23. On 21 October 1996, a task force comprising the Office of the United Nations High Commissioner for Refugees (UNHCR), WFP, the United Nations Children's Fund (UNICEF), Médecins sans frontières (MSF) and Oxfam and functioning under the overall coordination of the United Nations Office for Coordination of Humanitarian Assistance, was set up to coordinate emergency supplies and assistance. In October and November rapid assessment missions composed of the United Nations Office for the Coordination of Humanitarian Assistance, WFP, WHO and UNHCR have confirmed the presence of internally displaced persons in six schools in Pul-i-Khumri. UNHCR, WFP and UNICEF have distributed food, shelter and medical supplies in these areas.

2. Mine clearance

24. According to reports, mine deaths and mine related injuries in Kabul have soared in recent months owing to the massive number of civilians moving back into former frontline territory. Present reports put mine related deaths in Kabul at about one person every hour. It is estimated that this rate will rise with the onset of winter, when many people, especially children, will enter former areas of conflict in search of firewood and accidentally come across mines and unexploded ordnance.

25. Coordinated and supervised by the United Nations Office for the Coordination of Humanitarian Assistance, the mine clearance programme in Afghanistan is made up of four components: mine clearance, mine awareness, mine clearance training and a national mine survey. In its seventh year of

operation, the mine clearance programme is presently focused on Kabul and Kandahar as major targets for demining. The programme is being implemented by three international non-governmental organizations (the HALO Trust, Save the Children Fund of the United States of America and Handicap International), and five Afghan non-governmental organizations, Afghan Technical Consultants, the Demining Agency for Afghanistan, the Mine Clearance Planning Agency, the Mine Dog Centre and the Organization for Mine Clearance and Afghan Rehabilitation. Furthermore, an Iranian non-governmental organization (RRGA) is conducting mine awareness training for refugees returning from the Islamic Republic of Iran and the British Broadcasting Commission Afghan education drama project is continuing to broadcast mine related messages through its radio drama series.

26. By December 1996, the mine clearance programme will have cleared 53.8 square kilometres of battlefield and 100 square kilometres of other terrain. However, several areas that were remined last year, namely Warrak/Maidan Shah, Lobar Mohammed Aga and the Kabul/Sarobi region, now require renewed demining efforts.

27. In and around Kabul, the programme's operational plan involves 7 mine survey teams, 15 mine clearance teams, 3 mine detection dog groups, 5 mine dog sets, 2 explosive ordnance disposal teams, 3 battle area clearance teams and 6 mine awareness teams. The mine survey team has identified 11 kilometres of the Jalalabad-Kabul road from Pul-e-Estehkam to Sar Kandaw Baba Ziarat that has been recently affected by anti-personnel and anti-tank mines. Furthermore, over 2 kilometres of both sides of the Kabul-Lobar road from Siabini to San-i-Naweshta have been identified as mine affected areas. Additional mines have been discovered along 1.5 kilometres of both sides of the Kabul-Maidan Shar road which, along with the Kabul-Reshkhor and Kabul-Charasiab roads, has been reopened to traffic.

28. Emergency operations have begun in Kabul city to destroy mines and unexploded ordnance left behind by the current round of fighting. As of 23 October 1996, however, there were no reports that new mines had been planted in Kabul city.

29. Seminars have been recently held to provide an opportunity for the staff of the various demining agencies in Afghanistan to discuss the technical and managerial development of the programme, to identify common problems, find practical solutions, and to investigate methods of improving the productivity and safety standards of mine clearance operations.

30. The mine awareness programme has aimed at reducing mine related casualties through education which would ensure better identification and avoidance of mines. The programme has trained some 500,000 people against a target of 900,000, the shortfall being largely a result of the low number of returnees from the Islamic Republic of Iran. Mine awareness briefings have been provided to returning internally displaced persons and refugees at a number of locations including border crossing points and camps in Jalalabad. Training has also been provided in Kabul and the surrounding areas targeting schools and government offices. Other mine awareness classes have been held by the Organization for Mine Clearance and Afghan Rehabilitation in schools, mosques and workplaces in nine provinces of Afghanistan.

31. During 1996, 165 new deminers have been trained and three battle area clearance courses (designed by the technical staff of United Nations Office for the Coordination of Humanitarian Assistance in response to the emergency needs in Kabul) have been conducted. To date, a total area of 15 square kilometres has been demined and a total of 20 square kilometres of high priority mine fields surveyed, thereby meeting the target for the area of high priority mine fields to be surveyed during the whole appeal period. In recent months, however, an additional 36 square kilometres have been identified as high priority mined areas, the majority of which are in and around Kabul and Kandahar cities. With the planned extension in capacity, all known high priority areas are expected to be cleared by the end of 1998.

3. Voluntary repatriation

32. Since the beginning of the UNHCR repatriation operation in 1989, close to 3.84 million Afghan refugees have returned, 2.4 million of whom have been directly assisted by UNHCR and WFP. In 1995, a total of 348,000 refugees returned to Afghanistan. During the first 10 months of 1996, nearly 123,000 more have returned (115,186 from Pakistan and approximately 7,300 from the Islamic Republic of Iran). Returnees from Pakistan and the Islamic Republic of Iran receive UNHCR cash and in-kind repatriation grants, while returnees from the Islamic Republic of Iran also benefit from transportation assistance provided by the International Organization for Migration (IOM). In March 1996, UNHCR and the Governments of Afghanistan, the Islamic Republic of Iran and Turkmenistan agreed to establish an operation for the transit of Afghan refugees returning from the Islamic Republic of Iran through Turkmenistan to the northern and central provinces of Afghanistan.

33. Continued conflict and political instability in Afghanistan have had a negative impact on voluntary repatriation. It is estimated that 2.35 million Afghans continue to live in exile, mostly in Pakistan and the Islamic Republic of Iran. In September 1996, 646 Afghan refugees were repatriated from the Islamic Republic of Iran through the Dogharoun and Malik border stations in the Khorasan and Sistan-Baluchistan provinces. Assisted by 44 convoys organized by IOM, 317 returned to distant locations inside Afghanistan. In October 1996, 4,574 Afghans returned from Pakistan through border crossings in the north-west and in Baluchistan. All received direct UNHCR assistance.

34. In addition to providing transportation assistance and cash and in-kind repatriation grants, UNHCR continues to provide reintegration assistance to areas of high return through quick impact projects. Larger scale schemes are also implemented by a country-wide network of UNHCR field offices. A large number of communities and many thousands of families have benefited from projects aimed at the reconstruction and establishment of shelters, health and educational facilities, drinking and irrigational water supplies, road repairs, sanitation, skill training and credit schemes.

35. The inter-agency consolidated appeal called for $35.2 million to assist in the voluntary repatriation of Afghan refugees, of which $19.8 million had been received as of 16 October 1996. For 1997, UNHCR and the Governments of Pakistan and the Islamic Republic of Iran estimate the return of 350,000 more Afghans

(250,000 from Pakistan and 100,000 from the Islamic Republic of Iran), although this is dependent upon developments inside Afghanistan.

4. Food aid

36. Several parts of Afghanistan have continued to suffer from severe food shortage. Despite many constraints, WFP has provided direct assistance to close to 1.8 million members of vulnerable groups around the country. WFP has adopted a dual approach: emergency assistance and rehabilitation to facilitate the reintegration and resettlement of Afghan refugees and internally displaced persons. WFP has targeted the war affected population, especially women, children, widows, hospital patients and internally displaced persons in the Jalalabad and northern camps. WFP has also supported people-oriented and community based rehabilitation activities through food-for-work projects and institutional feeding, emergency relief and subsidized bread sales for the poorest people.

37. Since 1993, WFP food aid has been used for 2,500 projects that have provided sustenance to the needy, supported household food security in peaceful areas and facilitated the return of refugees and internally displaced persons. By the end of 1996, WFP will have provided $85 million in food aid.

38. WFP programmes in Afghanistan include 11 bakery projects. These provide subsidized bread to some 700,000 of the most needy people in Afghanistan's regional and provincial centres. In Kabul and Jalalabad, where the need is the greatest, bakeries operate all year round. In collaboration with UNICEF and the Afghan Women's High Association, 15 bakeries were run by widows in Kabul, baking bread for an estimated 15,000 widows and their families.

39. In collaboration with UNDP, WFP also supports the rehabilitation and reconstruction of community infrastructure, for which it has used 49,338 metric tons of food aid, benefiting 210,000 recipients monthly. In the first six months of 1996, WFP supported food-for-work projects which repaired 803 kilometres of farm-to-market roads, installed 220 culverts, rehabilitated 1,795 kilometres of irrigation canals and reforested 226 hectares of land. Furthermore, 14 clinics, 550 classrooms and 8,561 houses were rebuilt, 447 kilometres of flood control structures constructed and 135 wells repaired.

40. WFP reaches young men and women through vocational and income generating projects. In addition, women account for approximately 45 per cent of the clientele of bakeries and of the assistance to internally displaced persons. Women are also direct beneficiaries of food-for-work schemes, receiving 7 kilograms of wheat per day.

41. In its relief and rehabilitation programmes, WFP collaborates extensively with other United Nations agencies and non-governmental organizations in various sectors such as health, agriculture, shelter, education, demining, water supply, sanitation and repatriation. In conjunction with UNICEF and the Ministry of Public Health, WFP feeds people in institutions such as hospitals, clinics, orphanages and kindergartens. Together with FAO, WFP has also undertaken a food-for-seed project in nine locations. Through this initiative more than

2,000 metric tons of wheat seed have been procured for distribution to small farmers.

42. For the winter of 1996-1997, WFP is preparing to increase its targeted beneficiaries by 80,000 thereby reaching a total of 200,000 of Kabul's inhabitants. Its ongoing monthly commitment of 2,800 metric tons will increase to an estimated 3,500 metric tons

5. Health

43. The focus of the health programmes in the reporting period has been maternal and child health, the prevention and control of communicable diseases, nutrition, immunization and the rehabilitation of the health infrastructure in order to extend further the capacity of health facilities. Additional emphasis has been placed on the provision of emergency health care in internally displaced persons camps near Jalalabad, Mazar-i-Sharif and in cities affected by war and mass population movements.

44. The main strategy of WHO and UNICEF has been the establishment of regional management teams comprised of regional health departments, non-governmental organizations and United Nations agencies. Regional management teams are responsible for developing initiatives in the field of maternal and child health. To date, 150 physicians, nurses and midwives have been trained in Jalalabad, Herat, Mazar-i-Sharif and Kabul in antenatal and postnatal care.

45. In order to combat the spread of communicable diseases, WHO and UNICEF have established a referral system for acute respiratory infection management. Essential medical supplies and health education was provided on different aspects of acute respiratory infection prevention. To prevent and reduce the spread of malaria and leishmaniasis, WHO provided $230,285 for the provision of drugs, laboratory supplies and training courses to staff in all regions. For tuberculosis control, WHO has made available drugs and diagnostic facilities, and introduced short-course chemotherapy. A total of 347 doctors, 403 nurses and 303 laboratory technicians received technical training. In addition, community based projects are being initiated to combat the spread of malaria, diarrhoeal diseases, acute respiratory infection, tuberculosis and diseases that can be prevented by immunization. All projects have been designed to include training and elements of social mobilization to increase awareness of such preventive measures.

46. For the coming winter, WHO in Kabul is targeting some 240,000 children under the age of five who are vulnerable to acute respiratory infection and pneumonia. Efforts to combat a cholera epidemic in all provinces have been coordinated through a United Nations inter-agency task force. UNICEF and WHO worked on the provision of clean drinking water and improved sanitary conditions. To reduce mortality and morbidity owing to diarrhoeal diseases, especially among children, UNICEF allocated resources to introduce low cost and easily accessible wheat salt solution for oral rehydration therapy in order to facilitate the home management of diarrhoea. In cooperation with the Agency Coordinating Body for Afghan Relief, UNICEF designed and distributed 5,000

leaflets containing educational information on diarrhoea prevention and control and on the chlorination of wells.

47. Several programmes are currently addressing the problem of malnutrition, in particular of children under five and women of child-bearing age. Together with UNICEF, WFP is supporting feeding programmes at health institutions and orphanages as well as distributing K-Mix (a mixture of high protein grains for treatment of severely malnourished children) and high protein biscuits among internally displaced persons and hospital patients.

48. The expanded programme of immunization, supported by UNICEF and WHO, has aimed at increasing immunization coverage among children and women of child-bearing age. Children under five were immunized against poliomyelitis, children under two against measles and women of child-bearing age against tetanus. The total of children vaccinated in 1996 is estimated at 2.4 million and the total of women of child-bearing age to 1.1 million. In addition, 2.1 million children between six months and five years of age received vitamin A capsules.

49. The rehabilitation of the health infrastructure has been a priority for WHO. This has involved reorganizing the casualty departments and provincial hospitals in Herat, Jalalabad, Kabul and Mazar-i-Sharif. WHO has also strengthened the disease surveillance and reporting system in these hospitals. Essential drugs were provided by UNICEF to a network of 15 hospitals, 65 maternal and child care centres, 175 basic health clinics and 40 mini health centres in five regions of Afghanistan. In addition, oral rehydration salts, acute respiratory infection drug kits and other emergency medical supplies are pre-positioned in five UNICEF sub-offices and at Peshawar to respond to any sudden outbreak or epidemic of these two major diseases.

6. Water supply and sanitation

50. The provision of safe drinking water and the improvement of existing sanitation systems remains the most urgent need in rural and urban areas of Afghanistan. The situation has become even more pressing in areas hosting the return and reintegration of refugees and internally displaced persons which are already affected by the protracted conflict.

51. Under area based projects, UNICEF selected six districts in five regions of Afghanistan for water and sanitation activities. Approximately 100,000 people will have access to safe drinking water through these projects. Within these districts 150 handpumps were installed on 90 dugwells and on 60 borewells. Three piped water systems were rehabilitated in northern Afghanistan and hygiene education activities are being established in community committees with the support of community mobilizers. Furthermore, under the national support initiative project, 250 handpumps are being installed on borewells and improved dugwells benefiting some 75,000 people. To date, 242 of these handpumps have been installed.

52. Under the 1995 consolidated appeal, four other projects are currently being implemented. A piped water supply scheme in the rural areas of Kabul, Kapisa

and Parwan has already benefited approximately 22,000 people by producing safe water from various production wells and a 6.5 kilometre pipeline. In Qalat and Zabul, two production wells and 13.5 kilometres of pipeline with 52 public standposts have been built and are benefiting an estimated 25,000 people. In the Jawzjan province, a handpump water supply project has been developed and local Water and Sanitation Committees have also been formed. Forty handpumps were installed on 30 improved dugwells and 30 borewells in this province. By the end of 1996, the remaining 20 handpumps will have been installed.

53. Water supply and sanitation activities have also been undertaken in Kabul under the district action plan and the Kabul emergency programme. The United Nations Centre for Human Settlements (Habitat) has assisted in the clearance of at least 70,000 cubic metres of solid waste in Herat, Mazar and Kabul city. In October 1996, reports have indicated that the Habitat Lobar water supply project has slowed down its rate of operation owing to concerns regarding the security of equipment. Sanitation projects in particular have had to be curtailed.

54. WHO has taken the lead in the rehabilitation of the water supply network and high elevated reservoir in Kandahar city, the design of the Jalalabad water network and water resources rehabilitation. It has also designed the extension of the water network and the main drainage canal rehabilitation project in Kandahar. Furthermore, five water testing laboratories have been established in five regions. A total of $548,331 was spent on these activities.

55. A water sanitation and hygiene pilot project has been introduced in the Herat province, involving the installation of four handpump borewells, the construction of 104 family latrines and the widespread distribution of hygiene education materials. Training courses on water sanitation and hygiene education were administered in Peshawar, Kabul, and Mazar-i-Sharif by 56 trainers from the Ministry of Rural Rehabilitation and Development, United Nations agencies and various non-governmental organizations.

7. Nutrition

56. UNICEF has established a technical working group on nutrition to address the overall nutrition strategy in Afghanistan and to coordinate United Nations and non-governmental organization activities. A first meeting was held in October 1996.

8. Education

57. In some cases, support to education which had been provided by United Nations agencies and non-governmental organizations has now been suspended in areas where girls are denied access to education. In the north, however, UNICEF is supporting schools with supplies, furniture, small-scale school repairs and teacher training.

58. The CARE home school project has established community schools in rural areas. Communities are responsible for school management and participation by girls is a condition for the support.

59. The British Broadcasting Corporation/Afghan education drama project, financed by UNICEF, broadcasts messages related to education and child rights. The Afghan box library education project is placing moveable "box libraries", with a large variety of reading material, in community centres, large schools and clinics. In some areas, the Taliban authorities have permitted girls' schools to operate, such as the CARE home school in Khost and SCA girls schools in Ghazni.

9. Children and women in especially difficult circumstances

60. In Herat, home-based income generating projects for women, such as tailoring and quilt making skills training projects are continuing. In Mazar, carpet centres and a bakery project are being established. In both locations, literacy is being introduced as a component of income generating and skill training projects.

10. Food and agriculture

61. Notwithstanding the modest level of funding that the Food and Agriculture Organization of the United Nations (FAO) has received for activities in this sector, the total collapse of the rural infrastructure, the destruction of irrigation systems and the presence of mines in prime agricultural land, WFP has had remarkable success in assisting in the relaunching of food production.

62. In the emergency phase, initial seed supply came from neighbouring countries. However, since 1995, UNDP has placed great emphasis on in-country production with supervision to ensure quality control. UNDP has also established fruit tree nurseries and vegetable seed production schemes and also promoted integrated pest management initiatives. FAO has supplied 3,500 metric tons of high quality seeds for the 1995 autumn sowing season and has supervised farmers' production of 6,500 metric tons of quality seed. Maize, rice and other summer crops have been distributed on a lesser scale. Furthermore, some 2,500 metric tons of fertilizer were distributed to seed growers on a "user pays" basis. Since 1995, the programme has taken an integrated, development orientated approach and as a result of close cooperation with UNDP, some rural areas of Afghanistan are now self-sufficient in cereals.

63. Since fruit has always been a major crop for both local use and sale, FAO now supports a programme of in-country nursery development in the private sector. This initiative has assured the planting of 4,500 hectares of orchids per year.

64. Since 1992, UNDP has been instrumental in establishing livestock health and production projects. With assistance from FAO, UNDP expanded the network of private sector veterinary field units to 220 districts in 20 provinces of Afghanistan, constituting roughly 65 per cent of the country. Medicines are purchased at 100 per cent cost recovery and are, therefore, fully self-sustaining in all veterinary field units. UNDP also facilitated the administration of some 15.1 million vaccinations, 4.4 million deworming projects and 3 million other treatments, based on a "user pays" concept.

65. In addition, livestock production issues such as nutrition, winter supplementation, improved fodder production and breeding are also being addressed. Training for women in poultry production and animal husbandry has also been successfully undertaken. Funds have also been provided by the United Nations Office for the Coordination of Humanitarian Assistance for the emergency purchase of vaccines.

B. Coordination of humanitarian programmes

66. The United Nations Office for the Coordination of Humanitarian Assistance, under the overall responsibility of the Department of Humanitarian Affairs of the Secretariat, has provided coordination and logistical support for the humanitarian programmes in Afghanistan. The United Nations Office for the Coordination of Humanitarian Assistance continued to supervise the mine clearance programme, the aircraft operation and the radio network, while also retaining responsibility for the management of the Sar Sahai and New Hadda camps for internally displaced persons at Jalalabad.

67. UNOCHA has played a key role in ensuring that there is proper coordination between United Nations agencies and non-governmental organizations. Several United Nations agencies also directly support non-governmental organization projects as well as implement activities through non-governmental organizations.

68. Non-governmental organization coordinating bodies have played an important role in ensuring the provision of humanitarian and rehabilitation assistance to Afghanistan, in analysing the non-governmental organization capacity and in maintaining regular contacts with the donor community. The Agency Coordinating Body for Afghan Relief is currently planning a pilot base line survey of the Nangarhar province, the findings of which will be of potentially great interest to a number of United Nations agencies and donors in guiding the selection of activities undertaken in the surveyed areas.

69. In response to signs of waning interest in Afghanistan and to ensure the continuity of humanitarian assistance, particularly in view of current developments, an international forum on Afghanistan is being planned. Based on consultations with United Nations agencies, the forum will develop a "humanitarian strategy" for Afghanistan, seeking to address issues of common concern for short-, medium- and longer-term planning. Among these issues are the impact of the current situation on humanitarian operations, lessons learned from past activities in Afghanistan, the provision of humanitarian assistance in an environment in which human rights are being violated, changing priorities for the different regions and the country as a whole and key aspects for the transition from emergency relief to reconstruction and longer term rehabilitation. Other related issues such as landmines, the production of narcotic drugs and drug trafficking, the rehabilitation of the agricultural sector and food production will also be addressed in the relevant context.

IV. REHABILITATION AND DEVELOPMENT ACTIVITIES

70. The rebuilding of community rural and urban areas has occupied a predominant position in UNDP strategic objectives for the rehabilitation of Afghanistan. During the final year of the UNDP five-year cycle (1992-1996) of ongoing programmes the general objectives have been to deliver community-driven rehabilitation support, to establish a platform from which key programmes could be jointly funded by donors through the demonstration of the efficiency of a community development concept and to provide logistical support for coordinated United Nations system efforts, both at the regional and local levels.

71. A large scale programme in rural rehabilitation has been initiated by UNDP, with the objective of serving as a facilitator for increased community participation in rehabilitation. Success in meeting that objective has been realized through the establishment of representative district and village rehabilitation "councils" (shuras/jirgas), which serve to identify and set priorities and to participate in the planning and monitoring of projects. In close collaboration with UNHCR, UNCHS and WFP, UNDP/United Nations Office for Project Services rehabilitated more than 900 kilometres of tertiary roads in rural and urban areas and repaired or reconstructed culverts and bridges.

72. A similar participatory approach was adopted in and around the urban areas of Kabul, Mazar-i-Sharif and Herat, whereby a joint UNCHS/UNDP programme was designed to combine community participation with local capacity-building. The traditional systems of representation on a district and neighbourhood level were revived, while useful input from direct beneficiaries was solicited and utilized.

73. For the 1997-1998 period, UNDP intends to maintain a dual approach aimed at increasing community cohesion and self-help capacities, and strengthening international cooperation for sustainable human development. The first of these approaches requires the improvement of equitable and sustainable access to productive and social assets and services, through high impact interventions at community based levels. Community cohesion will be advanced through beneficiary participation in development management and by increasing the capacity of the non-governmental organizations, private and public sector to support community driven rehabilitation and development projects. In recognition of the absence of a fully functioning Government, the second approach seeks to increase support for the role that the aid community must play in the design, implementation and execution of the reconstruction and development programmes in Afghanistan.

V. CONCLUSIONS AND RECOMMENDATIONS

74. The provision of humanitarian relief assistance is critical for the survival of the most vulnerable people of Afghanistan in the short term. A political settlement and peace can have a real impact on the results of the humanitarian work undertaken by the aid agencies.

75. To avert a further worsening of the humanitarian situation during the coming winter, particularly for the poorest residents of Kabul, there is an urgent need to replenish depleted food stocks, fuel and medical supplies.

76. A number of incidents in Kabul since the Taliban took control have raised serious concerns about the safety and security of United Nations staff, both local and international. Some local staff have been apprehended and subjected to harassment, while United Nations premises and some residences of international staff members have been encroached upon. The authorities throughout Afghanistan, particularly in Kabul, are urged to exercise restraint and to respect the privileges and immunities of United Nations staff and their personal property in accordance with the Charter of the United Nations and the rules of international law.

77. The severe restrictions on women's access to work and girls' access to education, in areas controlled by the Taliban, have had a negative impact on the implementation of humanitarian programmes. Some activities, specifically involving female workers and targeting women beneficiaries, have been suspended. This continues to be a matter of serious concern to the United Nations and it is hoped that the concerned Afghan authorities will respect the rights of all the Afghan people.

78. I call upon the international donor community to continue to provide voluntary contributions in support of the humanitarian assistance programmes in Afghanistan as requested in order to maintain essential activities of the United Nations Office for the Coordination of Humanitarian Assistance, as well as other humanitarian initiatives.

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Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Comparison of methods of calculating equitable geographical distribution within the United Nations common system" (JUI/REP/96/7).

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JIU/REP/96/7

COMPARISON OF METHODS OF CALCULATING EQUITABLE GEOGRAPHICAL DISTRIBUTION WITHIN THE UNITED NATIONS COMMON SYSTEM

Prepared by

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Geneva
November 1996

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List of acronyms

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Coordination
CCAQ	Consultative Committee on Administrative Questions
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICJ	International Court of Justice
ICSC	International Civil Service Commission
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IMO	International Maritime Organization
ITC	International Trade Centre UNCTAD/GATT
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
UNCHS (Habitat)	United Nations Centre for Human Settlements
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East

UNU	United Nations University
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

Glossary of technical terms

Base figure	Set number of geographical posts used as the basis for calculating quotas. According to established practice, this number is slightly higher than the number of posts administratively available (to allow for possible fluctuations).
Contribution factor	Notion, expressed as a fraction or percentage, indicating the part of the base figure reserved for allocation among member States in proportion to their assessed contributions to the regular budget.
Degree of under- or over-representation	Quantitative notion enabling the discrepancy between a State's representation and the mid-point (ideal situation) to be measured. The value of the weighted deviation multiplied by the modulus of the deviation (or the square of the deviation divided by the value of the mid-point, bearing the algebraic sign of the deviation).
Deviation, weighted deviation	Difference between the number of nationals and the mid-point (shown with the algebraic sign +/-). Weighted deviation - same thing expressed in terms of the value of the mid-point.
Equitable (representation, geographical distribution)	Situation when the number of nationals is as close as possible to the mid-point (ideal representation).

Formula for calculation (of quotas)	Under the method most commonly used, the starting point for calculating quotas is the calculation of mid-points. 1. If the methodology is based on the two major factors, viz. membership status and contribution, the mid-point is made up of the two corresponding shares. The share of the mid-point corresponding to membership is the same for all member States, and is arrived at by dividing the share of the base figure reserved for the membership factor by the number of member States: $$\frac{Bf \times Mb}{N}$$ where Bf = base figure Mb = share for membership factor (expressed as a decimal fraction) N = number of member States The remainder of the base figure is allocated in proportion to each member State's contribution to the regular budget: $$\frac{C_n \times Bf \times Cf}{100}$$ where C_n = contribution of a State 'n' to the regular budget (as a percentage) Bf = base figure Cf = share for contribution factor (expressed as a decimal fraction) The two shares thus calculated and summed for each member State represent the mid-point (or ideal geographical representation of each member State). The upper and lower margins of quotas are set at a certain percentage (e.g. 15 per cent) above and below the mid-point and rounded to the nearest whole number. The margins around the smallest quotas tend to be proportionally somewhat larger. 2. If the methodology takes account of the population factor, the mid-point is increased accordingly; the most widespread way of calculating the increase is as follows: $$\frac{Pop_n \times Bf \times Pf}{Total\ Pop}$$ where Pop_n = population of a State 'n' Bf = base figure Pf = share for population factor (expressed as a decimal fraction)

Geographical posts (posts subject to geographical distribution)	Normally, Professional category posts financed out of the regular budget of an organization, "language" posts (interpreters, translators, revisers) excluded.
Major factor(s)	Notion attributed to membership status and the contribution factor.
Membership factor	Right of each member State to a number of posts (the same number for every State). This may be expressed as a fraction or a percentage for determining the share of the base figure reserved for allocation among member States.
Population factor	Notion indicating the part of the base figure reserved for allocation among member States in proportion to their population size.
Quota	Number of posts assigned to a member State under an organization's system of geographical distribution. Comprises a desirable mean (mid-point) and applicable range (upper and lower limits).
Representation status or situation	Relationship between the number of nationals of a member State employed in an organization and the limits of that State's quota: (+) Over-represented or above normal (number exceeds the quota maximum) (=) Normal (number lies within quota limits) (-) Under-represented or below normal (number lies below the quota minimum) (0) Unrepresented (no national employed).
Scale of assessments or assessed contribution	A member State's contribution to the regular budget, expressed as a percentage.
Weighting (system of)	System of (geographical) distribution which takes into consideration the levels of the posts occupied by nationals of a given member State. It may be applied separately without hampering the use of the main system. It enables career development to be taken into account in geographical distribution.

Inter-agency comparative summary

(Synthetic analysis based on 1994 CCAQ report and JIU interview reports)

Organization[a]	No. of Member States	Staff: Professional category and above: At Headquarters and other established offices	Staff: Professional category and above: Total	Staff: Professional category and above: Geographical posts: No. of posts	Staff: Professional category and above: Geographical posts: % of total	Staff: Number of staff (all categories)	Staff: Ratio per Member State: Geographical posts	Staff: Ratio per Member State: All staff (including General Service)	Quota: Ratio of component factors (%): Major[b]: Membership	Quota: Ratio of component factors (%): Major[b]: Contribution	Quota: Ratio of component factors (%): Demographic factor	Quota: Upper and lower limits +/- %	Quota: Minimal quota
United Nations Secretariat[c]	185	4 085	4 947	2 550	51.5	14 625	13.8	79.1	40	55	5	15	2-14
UNDP[d]	185	1 519	1 946	-	-	7 376	-	39.9	-	-	-	-	-
UNHCR[d]	185	464	1 008	-	-	2 789	-	15.1	-	-	-	-	-
UNICEF[d]	185	974	1 248	-	-	4 461	-	24.1	-	-	-	-	-
ILO[e]	171	700	1 111	655	59.0	2 767	3.8	16.2	26[b]	74[b]	-	25	1-2
FAO[f]	169	1 399	1 974	895	45.3	5 286	5.3	31.3	19[b]	81[b]	-	25, gradual	1
UNESCO[g]	184	974	994	741	74.5	2 530	4.0	13.8	70	30	-	25	2-4
WHO[h]	189	1 125	1 602	1 264	78.9	4 489	6.7	23.8	40	55	5	15	1-8
ICAO[i]	183	304	304	262	86.2	756	1.4	4.1	46.6[b]	53.4[b]	-	0	1
UPU[j]	189	93	94	65	69.1	187	0.3	1.0	100	-	-	-	-
ITU[j]	182	267	295	240	81.4	744	1.3	4.1	-	-	-	-	-
WMO[j]	178	135	151	106	70.2	337	0.6	1.9	-	-	-	-	-
IMO[j]	155	109	117	67	57.3	320	0.4	2.1	-	-	-	-	-
WIPO[j]	154	145	145	135	93.1	427	0.9	2.8	25	75	-	10	-
UNIDO	167	396	562	313	55.7	1 670	1.9	10	40	55	5	15	1-2
IAEA[k]	122	729	729	630	86.4	1 878	5.2	15.4	-	100	-	-	-

(Footnotes to table on following page)

(Footnotes to table)

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[a] These organizations do not include the whole United Nations common system in contrast to the CCAQ database used in the present report.

[b] For the organizations which apply methodology essentially based on scale assessment, the ratio is determined as a function of Member States number and minimal quota.

[c] An open-ended Working Group has been established in order to consider the formula for the determination of equitable geographical representation of Member States in the Secretariat.

[d] Empirical principle of geographical distribution.

[e] The geographical representation by region is reviewed regularly.

[f] System is essentially based on weights representation according to the levels of the posts occupied by the nationals of each Member State.

[g] Principle of geographical representation at the regional level is especially maintained for high ranking posts.

[h] Base figure includes posts financed from extrabudgetary sources.

[i] Bearing in mind relatively small number of geographical posts, two thirds of Member States are expected to be represented in accordance with the mid-term plan.

[j] Empirical geographical distribution based on regional principle.

[k] Geographical distribution system based essentially on scale assessment.

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

The present report has three main objectives: to draw attention to the problem, invite reflection on the subject and to suggest (mainly through accumulated experience in different organizations of the common system) several proposals. It was considered premature to develop any other options than those already tested in different organizations and summarized in the glossary of technical terms. The next logical step should consist of the elaboration of some formula options, taking into consideration particular conditions of each organization (i.e. size and other elements referred to in the text below as "level of development" and/or "prevailing atmosphere"), with an emphasis on cost/efficiency considerations.

The charters, statutes and constitutions of most international organizations and agencies in the common system enunciate the principle of equity in the composition of their secretariats, requiring staff members to be recruited on as wide a geographical basis as possible. The majority of the staff in the common system are employed by the United Nations proper, whose Charter stipulates in Article 101, paragraph 3 that:

> "The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible."

Nowhere is the notion of equity defined or parameters for evaluating it given. Empirical systems have thus been set up to measure how far certain objectives established a priori for the recruitment of staff to the various secretariats have been attained.

At the outset, the governing bodies of the various organizations have attempted to define those posts that should be subject to equitable geographical distribution. This has been a decisive factor in establishing the extent of influence of the principle of geographical distribution. All organizations have excluded the General Service from application of the principle. All organizations, except WHO, also disregard all posts financed by extrabudgetary resources. Secretariats with language-related posts (for example, translators and interpreters) exclude them from geographical distribution, arguing that particular linguistic requirements make the principle hard to apply to this category of staff. Relatively autonomous bodies, such as WFP, UNHCR, UNICEF and UNDP, are held to be exempt from the application of this principle. Lastly, no appointments for less than a year, irrespective of the post concerned, take geographical distribution into account. As a result of such an approach, while the principle of equitable geographical distribution in the secretariats is universally accepted, it is applied to less than 20 per cent of occupied posts. Based on the situation noted above, organizations may consider extending the principle of geographical distribution to the largest possible number of posts, including those traditionally considered as non-geographical.

Until now, quotas and desirable ranges have been calculated exclusively on a national basis, in other words, for each member State. No regionally based quota has been considered except in UPU. As may be seen from the calculations of quotas country by country, the factor of member's contributions to organizations' regular budgets has been an accorded preference. As an earlier JIU study has shown, roughly two thirds of the money spent by international organizations goes to pay staff members' salaries. By definition, staff members spend these salaries at their duty stations. The Inspectors believe that introducing a new criteria, which takes into consideration not only States' contributions to an organization's budget, but also where the money is spent geographically, would contribute in a positive manner to the notion of an equitable geographical distribution.

If political considerations so dictate, the organization of member States by group could be replaced by alternative grouping criteria (such as level of representation). This could be of interest to those smaller organizations with a limited number of staff, as some sort of grouping is essential for valid statistical compilation.

The realization of those two ideas is a challenging task even for the most advanced organizations in the management of geographical representation. Presently, only one organization, WHO, extends the principle of geographical distribution to certain categories of extrabudgetary posts. For this reason, the Inspectors have refrained from putting this item under the "Recommendations" section of the report, realizing that prior to its application, many measures should be undertaken.

Once the base figure for the posts subject to geographical distribution has been established, organizations use different parameters to set quotas for each member State, indicating the number of posts its nationals should occupy and if it is to be regarded as adequately represented. This implies that a quota specifies a certain number of posts, all posts being regarded as equivalent. Here, however, a particularly important exception must be pointed out: FAO operates on the principle that a post low on the hierarchical scale ought not to count for as much as one at the top of the hierarchy. Hence a system of points has been attributed to each level of posts, and the quota can be expressed as a number of points, not of posts. Next, to prevent the system from becoming rigid, the secretariats have chosen to regard a quota as a mid-point. This has come to be called a desirable range. The desirable range comprises two figures: maximum and minimum numbers of posts (or points, as appropriate) beyond which a State is regarded as being over- or under-represented.

It is important to note that the post weighting principle, in fact, is already used in the whole United Nations system. This principle is primarily in evidence through empirical application (with the exception of FAO and, to some extent, the United Nations), particularly for high-level recruitment. Such decisions are consistently taken on the basis of exclusively subjective definitions such as "many", "not many", "enough" or "not enough", etc., rather approximate notions for evaluating equitable geographical representation. Post weighting is suggested to attach to the existing practice a kind of

instrument for more objective measurement. Post weighting could be applied as a compliment to any system for which the post level is officially irrelevant. Such a system would allow all career development to be reflected in the geographical distribution. As it would be based on clearly defined criteria instead of arbitrary considerations, it could provide an effective and universal basis for recruitment.

To varying degrees, organizations then apply three factors to determine the quota level of mid-point range to be assigned to each member State. The factor most generally applied is, of course, the membership status of the member State, as the sine qua non for assigning a desirable range of posts subject to geographical distribution. The Inspectors note that all organizations take into account each State's membership status, setting aside a certain percentage of posts subject to geographical distribution. This differs from one organization to another; for example, for the United Nations Secretariat, 40 per cent of the posts subject to geographical distribution are determined on the basis of the membership factor, compared with 100 per cent at UPU.

Two other factors are equally considered - member States' level of budgetary contribution and demographical profile.

Strictly speaking, the level of budgetary contribution is an inherent factor in a State's membership in the organization, with each member State paying its contribution in accordance with a scale of assessments approved by the organization's governing body. Contribution and membership ratios are interrelated and may be fixed, that is, a priori setting of limits, or floating, that is, a posteriori setting of ratios with no set limit. The value of these two interrelated ratios varies significantly from one organization to another. Thus, for those organizations with fixed ratios, the contribution factor varies from 30 per cent for UNESCO to 75 per cent for WIPO.

Another factor that is considered in establishing geographical distribution is the demographics of a member State. To the extent possible, organizations should ensure that member States are represented in keeping with their respective demographic profiles and draw upon the full range of cultural diversity. The largest percentage of posts allocated for this purpose is 5 per cent at the United Nations. It appears that for the time being, several organizations are still not making specific allocations.

The above briefly describes a system that applies a variety of criteria, approved by the legislative bodies, and places relatively few constraints upon the secretariats with regard to geographical distribution. The secretariats are required to report periodically to the legislative bodies on their compliance as they deem fit. Legislative bodies can then make recommendations to rectify any perceived shortcomings in a particular situation. Current practice provides no evidence that such appeals by legislative bodies generally have any significant effect in correcting inequities in geographical distribution. Prior to legislative bodies making any recommendations, it is important to note the main objective of the present report, which is to

identify those principles that allow the maximum number of elements to be included in any methodology used for calculating the post quota for each member State to achieve equitable geographical distribution. The rationale for refining the methodology for calculating the range of quotas for each member State is the introduction of several new States to the membership of the United Nations, specifically the newly independent States. This new membership requires immediate and adequate attention to the problem of how to achieve equitable geographical distribution, considering the recent worldwide changes that have increased the number of member States, while the number of posts subject to geographical distribution has remained the same or is getting smaller.

An in-depth study, based on a broad series of comparative analyses, has revealed that changing the varying systems of geographical distribution of posts within the United Nations common system deserves a gradual approach, as proposed by the Inspectors. Having said this, several audacious ideas, as expressed below, should be the subject of general reflection, which may prepare the groundwork for further discussion and progress in the delicate matter of managing geographical representation. Such ideas should not be considered as a guideline for immediate action.

In light of the above, the Inspectors wish to make the following recommendations:

RECOMMENDATION 1: In the interest of a fairer interpretation and application of the principle of geographical equity in the staffing of the organizations, whose vocation and mission are universal, current use of the basic principles, such as membership and contributions, should be at least allocated on a fixed basis. More active consideration should be given to demographic profile and post level weighting principles. In the case where applying the principles described above for each member State raises technical or statistical difficulties, more emphasis should be given to regional and subregional grouping. At the very least, high-level managerial posts should be distributed equally among the geographical regions of the world, as determined by each organization.

Given the dwindling number of posts at the top of the administrative pyramid, the application of a principle of rotation, particularly in the higher categories, is desirable. Using this principle, after a certain period a post may not be occupied by someone of the same nationality or group of member States as his or her predecessor. In this connection, the Secretary-General has already announced that he will apply a system of rotation to his Under-Secretaries-General and Assistant Secretaries-General.

RECOMMENDATION 2: Bearing in mind the considerations and recommendations above, it seems obvious that a post at one grade in a given category cannot be compared to one at a different grade in that category, and far less to one in a different category. It is therefore desirable to adopt a principle of weighting, thereby assigning a certain coefficient to each grade in each category of post. The system currently applied in FAO

merits consideration, without prejudice to any other similar, equitable system such as that suggested at the UNESCO Executive Board. An equitable system of grade weighting would rationalize the practice of high-level appointments in large part, as already empirically applied within the United Nations organizations.

RECOMMENDATION 3: To preserve the essential universality and objectivity expected of international organizations, voluntary contributions from member States should not be accompanied by pressure or stipulations regarding the recruitment of nationals from a particular country or region to carry out the projects or programmes financed out of such extrabudgetary resources. In this connection, it should be pointed out that the situation should be carefully avoided when there is a risk that the level of over-representation will be aggravated.

RECOMMENDATION 4: In order to avoid the extreme situation of over-representation, the secretariats of international organizations should be somewhat cautious in accepting nationals from any country (member State or not) provided free-of-charge who will perform tasks that would normally be assigned to staff recruited by the organizations themselves. Such an assignment may be considered an exceptional measure, only when a full- or part-time international civil servant is not justified by programme implementation requirements. In any event, this exceptional form of member State participation should not be allowed as an indirect way of integrating such contractees into the category of staff member.

RECOMMENDATION 5: At first glance, it might appear more difficult for common-system organizations with small bodies of staff to apply the principle of equitable geographical distribution. In the extreme case, an organization may have fewer staff posts than it has member States. Such a situation should not, in any event, hinder the application of the principle. The Inspectors wish to recommend the use of a factor of "time a post is occupied" by a staff member of a given nationality: instead of measuring the geographical distribution of posts year by year, post distribution should preferably be considered over a certain number of years. Over that period, it will have been possible for posts to be occupied by several staff members of different nationalities. Geographical distribution thus measured over a certain period will give a truer indication of how the principle of equitable geographical distribution is really being applied.

Finally, it should be mentioned that the Inspectors have incorporated all essential elements for consideration in the recommendations that should be viewed as proposals to be applied in a progressive manner and based on a series of decisions taken in accordance with the prevailing atmosphere in each organization.

In the spirit of transparency, the inspectors would like to highlight that after having studied the current situation, they felt that it would be necessary to initiate a concrete follow-up study to develop viable options for methodologies for calculating geographical distribution formula, which could take into account the most generally recognized criteria. The Inspectors believe that this approach may offer each organization a choice in accordance with their own "development" level in the matter of managing geocultural representation.

I. INTRODUCTION

1. In response to a request from UNESCO, the Joint Inspection Unit added to its work programme for 1995 a comparison of the methods used to calculate equitable geographical distribution within the organizations of the United Nations common system. UNESCO felt it necessary to improve the system for setting the quotas normally established for each member State, given the increase in the number of new States joining the organizations in recent years and the budgetary restrictions that continually make themselves felt, limiting the number of posts traditionally available for geographical distribution. It will be recalled that as long ago as 1963 the General Assembly revised the quota calculation system when a large number of new States became Members of the Organization as a direct consequence of the decolonization process. Similarly, in 1992, the General Assembly by its resolution 47/226 of 8 April 1993 set up an open-ended Working Group of the Fifth Committee to consider the formula for the determination of equitable geographical distribution of Member States in the Secretariat. The Group was to work within the confines of Article 101, paragraph 3, of the Charter of the United Nations, which stipulates that:

> "The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible."

2. The comparison of methods of calculation that is the subject of this report is intended to identify the salient points in the various methods used by the common system organizations, so that action can be devised that will improve the fairness of geographical distribution within those organizations if their respective member States so wish.

3. Although the request from UNESCO suggested a comparison of the systems used by the United Nations, ILO, FAO, UNESCO, WHO, ICAO, UNIDO and IAEA, the Inspectors felt it would also be helpful to include brief references to the systems or situations existing in other organizations such as UPU, ITU, WMO, IMO and WIPO, and in organizations where the geographical representation of member States is not based on a formal system or set quota, such as WFP, and, more particularly, UNDP, UNICEF and UNHCR, within the United Nations, given that these latter bodies are held to be exempt from such a system.

II. COMPARISON OF THE VARIOUS METHODS OF CALCULATION AND GEOGRAPHICAL REPRESENTATION WITHIN THE ORGANIZATIONS CONCERNED

A. United Nations Secretariat

4. The distinctive feature of the system in force today is the determination of desirable ranges assigned to each Member State. The system is the fruit of a slow process of change. A desirable range consists of two numbers, representing the minimum and maximum numbers of posts that should be occupied by nationals of

the State concerned if it is to be regarded as appropriately represented within the Secretariat.

5. It will be recalled that in 1947 the General Assembly, by its resolution 153 (II) of 15 November 1947, affirmed that in view of its international character and in order to avoid undue predominance of national practices, the policies and administrative methods of the Secretariat should reflect, and profit to the highest degree from, assets of the various cultures and the technical competence of all Member nations. The fundamental importance to be attached to the universal nature of the Organization and, hence, the widest possible representation of all the cultures and the diversity characteristic of Member States cannot be overemphasized if the Secretariat is to operate independently and fully reflect the richness of the Organization's many components, while at the same time preventing any one country or group of countries that might consider itself duty-bound to take on key responsibilities from becoming preponderant.

6. In its resolution 1852 (XVII) of 19 December 1962, the General Assembly set out three factors essential to the establishment of desirable ranges: (a) The fact of membership of the Organization; (b) The population factor (which might be calculated on a regional basis); and (c) The contributions paid by Member States to the Organization's budget. It should also be noted that the General Assembly stressed the need to consider the relative importance of posts at different levels and the need for a more balanced regional composition of the staff at levels of D-1 and above.

7. After a number of modifications, the present system for calculating desirable ranges is based on resolution 42/220 A of 21 December 1987. The operation of the system, which has been applied since 1 January 1988, is described below.

8. A number of posts (the base figure) is set aside for geographical distribution and serves as the basis for the calculations that follow. The base figure is at present 2,700 posts. Posts reserved for staff with special linguistic skills and staff in the Field Service, General Service and related categories are excluded, as are posts to which staff are appointed for periods of less than one year and "staff specifically appointed for mission service; staff appointed for service limited to the United Nations Environment Programme (UNEP) or to the United Nations Centre for Human Settlements (Habitat); staff appointed after inter-agency consultation to posts financed on an inter-agency basis; technical cooperation project personnel; and National Officers serving at United Nations Information Centres". (See A/48/559, paras. 11 and 12; see also A/49/527.)

9. Geographical distribution also excludes staff on secondment to the secretariats of subsidiary United Nations bodies which enjoy a special status as regards appointments. These comprise UNDP, UNHCR, UNITAR, UNRWA, ITC, ICSC, ICJ and UNU.

10. Forty per cent of the posts set aside for geographical distribution are earmarked for distribution among Member States by virtue of their membership in the Organization. Thus, the figure of 2,700 is divided by the number of Member

States, and the result is the number of posts reserved for each Member. To these are added the posts allocated on the basis of the "population" factor: 5 per cent of posts are set aside for this purpose, the number of posts for each Member State being calculated in proportion to their relative populations. The same applies to the "contribution" factor, for which the remaining 55 per cent of the initial figure, or 1,485 posts, is reserved. The number of posts thus attributed to each Member State is called the mid-point. The desirable range is calculated from this mid-point, setting upper and lower limits of 15 per cent above and below respectively. It is understood, however, that the lower limit will never be less than 4.8 posts, and the upper limit of the range cannot be less than 14 posts.

11. In laying down the method of calculation described above, the General Assembly resolved to review the question of desirable ranges at its following session in the light of Member States' views on parity between the membership and contribution factors and the possibility of increasing the coefficient assigned to the population factor.

B. International Labour Organization

12. The system applied at ILO rests on only two criteria: membership and contribution to the budget of the organization, the latter being preponderant.

13. As regards the membership factor, the ILO system, unlike that at UNESCO, operates a posteriori. It awards a post to any member State contributing 0.20 per cent or less of the budget of the organization. The number of posts thus set aside depends directly on the number of States concerned, and this by definition may vary between one budget cycle and the next. The total number of such posts is subtracted from the total number of posts to be filled which are subject to geographical distribution within a given budget year. To arrive at the desirable ranges of the countries concerned, the number of posts at the upper limit of the desirable range is set at two. Every country is therefore likely to have at least one or two staff members through the operation of this criterion.

14. For countries whose contributions amount to more than 0.2 per cent of the annual budget, the minimum numbers of posts in their desirable ranges are determined solely by their contributions to the budget. The upper limit of the desirable range is obtained by adding 25 per cent to the minimum obtained as described above. A correction is applied in the case of States that contribute over 10 per cent of the total budget: instead of adding 25 per cent, 25 per cent is subtracted from the figure obtained using the method described above.

15. Let us, for illustration, take three hypothetical examples:

(a) First case: a country contributing 0.2 per cent of the budget. It will be entitled to a desirable range of more than 0.2 per cent;

(b) Second case: a country contributing more than 0.2 per cent of the budget but less than 10 per cent - 5 per cent, for instance. It will be

entitled to 5 per cent of the posts remaining after deducting from the total number of posts subject to geographical distribution (say 650) the number set aside for all those member States whose contributions are equal to or less than 0.2 per cent - say 140. Thus 650 minus 140 is 510, and the country will be entitled to 5 per cent of these 510 posts. The figure thus obtained represents the minimum of the desirable range;

(c) Third case: a country contributing more than 10 per cent - say 12 per cent. It will be entitled to 12 per cent of the 510 posts. The figure thus obtained represents the maximum of the desirable range; the minimum is obtained by subtracting 25 per cent from it.

16. No allowance is made for the population factor or for any system of weighting.

C. Food and Agriculture Organization of the United Nations

17. Recognizing, like the other organizations, the need for the widest possible geographical representation in recruitment, FAO has adopted a system that displays some special features. In fact, the concept is embedded in the FAO Constitution, Article VII, paragraph 3, which states: "In appointing the staff, the Director-General shall, subject to the paramount importance of securing the highest standards of efficiency and technical competence, pay due regard to the importance of selecting personnel recruitment on as wide a geographical basis as possible".

18. A member State's representation is determined directly by its contribution to the regular budget. Posts subject to geographical distribution are not, however, all treated the same way. A system of points is assigned to each post depending on its importance. A P-1 earns 1 point; a P-2, 2; a P-3, 4; a P-4, 6; a P-5, 8; a D-1 or D-2, 10; and an Assistant Director-General or Deputy Director-General, 15 points.

19. Thus representation depends on the total number of posts held, which represents a certain number of points. The points corresponding to the posts held by a member State are calculated and compared to the percentage of points the State should have been assigned in view of its contribution to the regular budget.

20. In this setting, a country is said to be appropriately represented:

(a) If it contributes 10 per cent or less of the budget and its representation ranges from 25 per cent below to 50 per cent above the representation it should have had in view of the percentage of the budget it contributes;

(b) If it contributes more than 10 but less than 20 per cent of the regular programme and is represented within a range of 25 per cent below to 25 per cent above the representation it should have in view of the percentage of the budget it contributes;

(c) If it contributes more than 20 per cent of the organization's regular programme and is represented within a range of 25 per cent below to 0 per cent above the representation it should have as a direct function of the percentage of the programme it contributes.

21. Reports on geographical representation take account only of the number of States and whether or not all member States have at least one staff member on a post. The calculations are carried out as indicated above on the number of posts actually filled for at least one year, not the total number of posts that should be subject to geographical distribution. In case a post is filled by a staff member in a lower grade than the post, the grade points of the staff member are counted.

D. United Nations Educational, Scientific and Cultural Organization

22. Like the United Nations, UNESCO is under a statutory obligation to respect the principle of equitable geographical distribution.

23. The rules currently in force at UNESCO are also the result of a long process of evolution. Initially, UNESCO applied a system of geographical distribution based exclusively on post weighting, meaning that each grade of geographically distributed posts was assigned a number of points corresponding to its importance. This principle was abandoned in 1960 (Executive Board decision 56/EX/11, para. 5) and representation was made directly dependent on contributions to the UNESCO budget, 1 per cent of the budget corresponding to 1 per cent of posts in the basic allocation. At the same time it was agreed that a country's allocation of posts could not be fewer than two, and that the maximum a country was entitled to equalled a "midpoint" set as a function of contribution to the budget plus 25 per cent. Similarly, the minimum number of posts attributable would be the same "midpoint" minus 25 per cent. The upper 25 per cent margin was not, however, attributed to a country contributing more than 10 per cent of the budget.

24. A recruitment planning system was adopted beginning in 1974, in part to ensure the fairest possible geographical distribution. The most recent plan in force is that established for the years 1990 to 1995. The minimum number of posts has varied over the years and currently stands at four posts per country, with a range corresponding to membership of the organization extending from a minimum of two to a maximum of six posts.

25. The current rules on equitable representation are based on two criteria, the first being the base figure of posts subject to geographical distribution, the second being the notion of a midpoint or number of posts attributable to each member State, which itself is exclusively governed by two factors: membership in the Organization, which automatically entitles a State to a minimum quota, and the size of a member State's contribution to the operating budget.

26. The base figure is the number of posts theoretically subject to geographical distribution. It is set by the UNESCO General Conference; it

applies only to Professional and Principal Officer and Director categories (including posts of Assistant Director-General); "language" and General Service posts are excluded. The number of posts in the base figure proper was 400 in 1961, when the Organization had 100 member States. It reached a maximum of 1,100 in 1984, when the Organization had 161 member States, and was reduced to the current level of 850 posts as of 1 January 1990. It should, however, be noted that the base figure does not match the number of posts included in the budget and actually subject to geographical distribution. In 1974 there were 852 actual geographical posts, against a base figure of 800; in 1988 the mismatch was reversed, there being only 700 actual posts corresponding to a base figure of 1,100.

27. Each member State's midpoint or, more properly, quota is a function, first, of its membership status and then of the size of its contribution to the operating budget. At its twenty-seventh session, the UNESCO General Conference abandoned the a posteriori principle governing the relative importance of the membership and contribution factors, whereby a number of posts reserved for member States whose contributions were less than a set percentage was initially set aside from the base figure. The system currently in force is one of limits set a priori: 76 per cent for membership and 24 per cent for contributions. No percentage is set aside for the population factor.

28. The details of the calculation methodology adopted by UNESCO are given in documents 134EX/26, 135EX/23, 135EX/19, 140EX/22, 141EX/29, 142EX/35, 144EX/25 and 145EX/33. Decision 140EX/7.6, adopted by the UNESCO Executive Board in 1992, requested the secretariat to study the introduction of a system of weighting posts.

29. For later comparison with the systems applied at FAO and ICAO, the following features of the system envisaged at UNESCO, as described in document 145EX/33, dated 22 September 1994, should be retained. First, the number of posts available for geographical distribution at each grade is calculated as a percentage of such posts at all grades. This percentage is then applied pro rata to the number of posts in the base figure. Hence one Assistant Director-General post among 824 posts actually available represents 1 per cent of the base figure of 850 posts. To obtain a number of points for each post at a given level - a weighting coefficient - the number of posts in the base figure is multiplied by the gross salary at step 1 of each grade. This weighting system yields, in the case of UNESCO (with its current base figure of 850 posts theoretically available and 824 budgeted posts), a scale ranging from a weighting coefficient of 1328 for a P-1/P-2 post to a coefficient of 4420 for an Assistant Director-General.

E. International Civil Aviation Organization

30. Taking due account, like the other organizations, of the need to apply the principal of equitable geographical distribution, ICAO has decided to determine the number of posts desirable to enable the largest possible number of its member States to be fairly represented.

31. Under the system adopted in 1981, the desirable level of representation of a contracting State is calculated on the basis of two factors, namely, the membership factor and the assessment factor. At that time, there were 151 contracting States and 274 established posts subject to geographical distribution. With each State being given a membership factor of one, resulting in 151 posts attributed to the membership factor, only 123 (274 less 151) posts would be attributed on the basis of the assessment factor. In considering the matter it was agreed that application of the assessment factor would be substantially curtailed if only 123 posts were available to be attributed on the basis of assessments to the ICAO budget. Recognizing, however, that not all contracting States would be represented in the secretariat at any one time, it was decided that while each State would retain a membership factor of one, the number of posts set aside for filling under the membership factor would be two thirds of the number of contracting States, the remaining posts being allocated to contracting States on the basis of their assessment to the ICAO budget. Thus, 100 posts were considered as linked to the membership factor, leaving 174 posts to be attributed on the basis of the assessment factor. In 1996 there were 184 contracting States, so that 123 posts were earmarked for the membership factor, while the total number of posts available was 225 posts as at 31 August 1996, after deduction of the budgeted vacancy rate for professional posts of 12 per cent.

32. The assessment factor is calculated by multiplying the figure representing a State's assessed percentage of the ICAO budget by the number of posts attributed on the basis of the assessment factor (174 in 1981 and 102 in 1996), with the result being rounded to the nearest whole number. The number of posts which are regarded as the basic desirable level of representation is obtained by adding the basic one post of the membership factor to the results of the calculation based on assessment.

33. It will also be noted that although at ICAO, as elsewhere, the General Service category is excluded from geographical distribution, the Secretariat is encouraged to recruit on the local market General Service staff of nationalities other than that of the duty station, provided they are permanent residents in the host country. Professional staff in the language category are recruited on an international basis.

34. The system currently used to determine the desirable number for each member State is as follows. At the beginning of 1994, ICAO had 183 members and 262 posts subject to geographical distribution. It was desired to give prominence to the contribution factor, but if each member State were to be assigned a minimum of one post by virtue of its membership status there would be only 89 posts to divide up in accordance with contributions to the budget. As, moreover, more than half the membership was not represented in the secretariat at all, ICAO set itself the medium-term goal of arriving at representation for at least two thirds of its member States. If two thirds of the member States were to be represented, 122 posts set aside for the membership factor would suffice to meet this goal, leaving 262 minus 122, or 140, posts to divide up in proportion to States' contributions to the budget. Hence, each State is attributed a desirable minimum of one post in the secretariat plus, where necessary, the number of posts obtained by multiplying its contribution, expressed as a percentage of the total budget, by the residual number of posts -

140 - it being understood that the resulting figure is rounded up or down as appropriate.

35. It will also be noted that although at ICAO, as elsewhere, the General Services category is excluded from geographical distribution, the secretariat is encouraged to recruit on the local market General Service staff of nationalities other than that of the duty station. The same applies to Professional staff in the language category.

F. World Health Organization

36. The system applied at WHO derives from a variety of resolutions passed by the World Health Assembly, such as WHA 32.37, WHA 34.15 and WHA 42.12, all reproduced in the Handbook of Resolutions and Decisions, Volume II of 1985 and Volume III of 1993. Details of how the World Health Assembly resolutions have been put into practice are provided in various reports to the WHO Executive Board.

37. The WHO system of desirable ranges is in large part modelled on that of the United Nations. There are, however, certain differences and arrangements specific to WHO that need emphasizing.

38. The salient features of the United Nations system have been imported unchanged: 40 per cent of posts are tied to the membership factor, 55 per cent to the contribution factor and the remaining 5 per cent to population. The mid-point of the desirable ranges is the sum of these factors. The upper and lower limits of the desirable range are set in relation to the mid-point, i.e. at 15 per cent above and below it or - and this is peculiar to WHO - 0.1778 per cent of the total number of posts more or less than this, the higher figure being applied in all cases. The upper limit of the desirable range must also represent at least 0.51852 per cent of the total number of posts.

39. As in the United Nations, the base figure of posts for geographical distribution is set by the World Health Assembly. It was raised in 1993 from 1,450 to 1,600. At WHO, unlike the United Nations, the source of the funds financing a post is not taken into consideration. Posts financed out of extrabudgetary resources are subject to the geographical distribution system except for those at the International Agency for Research on Cancer and the Pan-American Health Organization.

40. Under these rules, 640 posts are set aside for the membership factor (3.3507853 posts for each member, of which WHO has 191); 880 are reserved for the contribution factor, or 8.8 posts per 1 per cent of the budget contributed; and the population factor applies to 80 posts, making 0.014239 posts per million inhabitants. The midpoint arrived at as described above is increased or decreased by 15 per cent to arrive at the maximum and minimum of the desirable range or by 2.8448 posts, the higher figure being selected. Lastly, the figures obtained for each member State are rounded to the nearest whole number, it being understood that the lower limit of the desirable range may not be less than one, nor the higher limit less than eight.

41. It should be made clear that the contributions considered when calculating desirable ranges are only those to the regular budget of the organization and exclude all contributions from extrabudgetary sources.

G. Universal Postal Union

42. Strictly speaking, UPU has no "country quotas", given the extremely small number of staff to which the notion of geographical distribution could be applied.

43. The Staff Regulations specify that equitable geographical distribution should apply to posts in the Professional category and above, but not to General Service staff, who are normally recruited locally. Geographical distribution is understood in a "continental" sense, relating to the five geographical groups recognized at UPU.

44. In calculating the continental distribution of posts, UPU considers only the factor of membership in the Union. All in all, only 65 posts in the Director-General, Vice Director-General, Professional and higher categories can be considered for geographical distribution, whereas the number of member States is 189. In principle, the number of posts set aside for geographical distribution is multiplied by the number of countries in each geographical group and divided by the total number of members of the Union.

H. International Telecommunication Union

45. Like the common system organizations generally, ITU applies the principle of geographical distribution to its staff in the Professional and higher categories apart from language posts. Thus, all General Service posts are excluded, although international recruitment to posts at grades G-5, G-6 and G-7 may exceptionally be permitted, as authorized in resolution 50 adopted by the Conference of Plenipotentiaries in Kyoto in 1994. Theoretically, the principle also applies to the few elected staff members of the Union, although the ITU Council has been unable to arrive at specific conclusions regarding machinery that would automatically guarantee fair distribution.

46. The general principle set forth in Article 101 of the Charter of the United Nations is taken up in section 154 of the ITU Constitution (Geneva, 1992). On the application of this principle, resolution 41 (Nice, 1989) is also noteworthy:

> "... when filling vacant posts by international recruitment, in choosing between candidates who meet the qualification requirements for a post, preference shall be given to the candidates from regions of the world which are insufficiently represented in the staffing of the Union".

This principle is also incorporated in the ITU Staff Regulations and Rules, in particular Staff Regulation 4.2 on geographical distribution, which states that:

(a) Due regard shall be paid to the importance of recruiting staff on as wide a geographical basis as possible and preference shall be given, other qualifications being equal, to candidates from regions of the world which are not represented or are insufficiently represented;

(b) This principle shall not apply to posts in the General Service category, except as regards posts of a technical character at the headquarters in grades G-7, G-6 and G-5.

Furthermore, under the provisions of resolution 626 of the ITU Council, a relaxation of the language requirements may be authorized in the case of candidates from developing countries.

47. The importance attached by ITU to geographical representation on a regional basis, the Union's member States being divided into five regions:

Region A - Americas (32 countries)
Region B - Western Europe (27 countries)
Region C - Eastern Europe and Northern Asia (27 countries)
Region D - Africa (52 countries)
Region E - Asia and Australia (52 countries)

can be explained by the limited number of Professional and higher level posts subject to geographical distribution, which stood at less than 250 when the Conference of Plenipotentiaries met in Kyoto in 1994. No system relying on a particular criterion has been devised. The report of the Council to the Conference of Plenipotentiaries in Kyoto in 1994 indicated that 60 per cent of countries were not represented in 1993 among a total of 240 staff for 182 countries divided into five regions.

I. World Meteorological Organization

48. Like the other organizations with small bodies of staff in relation to their numbers of member States, WMO has more member States than posts subject to geographical distribution. Although it has only 106 geographical posts for 178 member States, more than half of its members are represented in the secretariat.

49. The principle itself is enunciated in the Staff Regulations and Rules, which stipulate that staff shall be appointed on as wide a geographical basis as possible.

J. International Maritime Organization

50. Again having a small staff in relation to the number of its member States, IMO nevertheless stipulates that the principle of recruiting its staff on as wide a geographical basis as possible should apply. There is, however, no emphasis on any particular formula hinging on any of the traditional elements such as membership, contribution or population.

K. World Intellectual Property Organization

51. Echoing the principle set forth in the Charter of the United Nations, the convention establishing WIPO affirms the need to recruit staff for the organization on as wide a geographical basis as possible. The principle is restated and spelt out in article 4.2 of the Staff Regulations and Rules, which refer more particularly to candidates from insufficiently represented regions of the world.

52. As in other organizations where the number of posts subject to geographical distribution, language and General Service posts being excluded, is relatively small, the method used to calculate equitable geographical distribution at WIPO is based on a count for each of the seven regions the organization considers.

53. The formula applied by WIPO is described in document WO/CC/IX/2, paragraph 14, approved by the Coordination Committee in 1975.

54. The number of posts currently subject to geographical distribution under that formula is 135. One quarter of them are assigned to the seven constituent regions, the remaining three quarters being divided among the regions in proportion to their contributions to the organization's budget. Each region also has a margin of 10 per cent above and below the mid-point thus obtained, to give it a fair range.

L. International Atomic Energy Agency

55. Formally, IAEA has no quota system or desirable ranges.

56. Article VII, paragraph D, of the IAEA Statute, however, stipulates that, as in other organizations, paramount importance in the recruitment of staff attaches to criteria of efficiency, competence and integrity; due regard is also to be paid to the contributions of members to the Agency and to the importance of recruiting the staff on as wide a geographical basis as possible.

57. Although most organizations take account of members' contributions to their budgets in calculating the elements that establish the criteria for geographical distribution, this is the first time that one of them has specifically referred in its Statute to contributions even before geographical distribution is mentioned. It may be noted, moreover, that the Agency's Board of Governors, in resolution 386 (GC-XXV), emphasized the need for a significant increase in the number of staff from developing countries at all levels, especially in senior and decision-making grades.

58. According to IAEA's Staff Rule 3.01.1 "recruitment on as wide a geographical basis as possible shall apply to posts of Deputy Director-General and to posts of Directors, as well as to posts in the Professional category other than those requiring linguistic skills". It is clear that General Service staff have been formally excluded from the principle of geographical distribution. Although no part of the General Service category has been formally excluded from geographical distribution, in practice the General Service is not taken into consideration for geographical distribution purposes.

59. While, as explained above, the Agency has no quotas or desirable ranges, it does operate unofficially on the basis of what a member State's quota would be if calculated purely from its contribution to the Agency's budget. These calculations directly reflect the percentage contribution to the budget in relation to the number of posts supposedly subject to geographical distribution.

60. It follows from the above that calculations of theoretical geographical quotas are given purely for illustration purposes.

M. United Nations Industrial Development Organization

61. The system applied at UNIDO presents a similar scheme of desirable ranges for the UNIDO staff based on the formula used in the United Nations Secretariat. The total number of posts used as the basis for the calculation is assumed to be 400, which is approximately the number of posts subject to geographical distribution at present encumbered by UNIDO staff (409). As in the case of the United Nations, the base figure includes all the posts in the Professional category and above up to the level of Deputy Director-General, with the exception of posts that require special language skills and of technical cooperation project personnel appointed under the special series of Staff Rules (200 series).

62. The weight in the membership factor is 40 per cent, with a total of 160 posts distributed among 167 member States. Roughly, each member State has a share of one post by virtue of its membership.

63. The weight assigned to the contribution factor is 55 per cent. It comprises 220 posts. Each member State's share of the contribution factor is 220 divided by 100 and multiplied by the member States's assessment to the regular budget under the contribution scale.

64. The remaining 20 posts (or 5 per cent of the base number) are distributed among member States in proportion to their population, with a progressive reduction in the weight of population that assigns three-quarters value to population 250 to 450 million, one-half value from 450 to 650 million and one-quarter value above 650 million.

65. The posts based to each member State's share of the membership, population and contribution factor are added together to establish the mid-point of each member State's desirable range. The upper and low limits of each range are determined by adding and subtracting 15 per cent of the mid-point. In other words, the range lies between 85 per cent and 115 per cent of the mid-point. Each resulting figure is rounded up to the next whole number. The only variation from this rounding off process is that if both the upper and lower figures are more than one but less than two (which would result in a range of "2-2"), the range is adjusted to "1-3".

66. UNIDO's example proves that the United Nations geographical quota system is viable even for those organizations with a relatively small number of posts.

III. STATISTICAL SUMMARY*

Table 1 and figure 1

Breakdown of staff system-wide

Table 1 gives separate breakdowns by regional groups (nationality) of staff in the General Service (GS), Professional (P) and Director and above (D) categories, and of staff in all categories combined.

To facilitate analysis of the information given, the number of staff in each group is also shown as a proportion of the respective total.

The figure reveals that Western Europe is the region that does best under the common system. Western European nationals account for 31 per cent of all staff members:

	Percentage
Directors and above	33
Professional category	37
General Service category	28

Western Europe is immediately followed by two other regional groups - Africa, and Asia and the Pacific - which account for 23 per cent and 18 per cent, respectively, of all staff members:

	Percentage
Directors and above	17 (each)
Professional category	15 (each)
General Service category	
Africa	26
Asia and the Pacific	19

* The difference in the totals broken down by nationality and by duty station is due to the fact that some elements (approximately 3 per cent of database) for technical reasons are unavailable. In order to minimize this shortage, the analytical part of the report is based essentially on relative figures.

This "leading group" is trailed by the other regions: first, the North American group, with 12 per cent of all staff members:

	Percentage
Directors and above	16
Professional category	15
General Service category	10

Then Latin America, with 10 per cent of all staff members:

	Percentage
Directors and above	8
Professional category	9
General Service category	10

and last the remaining two regions, the Middle East and Eastern Europe, with 5 per cent and 3 per cent of all staff members, respectively:

	Percentage
Directors and above	
Middle East	5
Eastern Europe	4
Professional category	
Middle East	3
Eastern Europe	6
General Service category	
Middle East	6
Eastern Europe	1

Figure 1 illustrates the position of each regional group within the respective categories.

Table 1. United Nations system staff by regional group (nationality)

Nationality	General Service	Professional	Director and above	Total
Number of staff				
Africa	9 123	2 463	352	11 938
Asia and the Pacific	6 586	2 396	347	9 329
Eastern Europe	471	907	85	1 463
Latin America	3 564	1 544	161	5 269
Middle East	1 915	524	109	2 548
North America	3 353	2 504	342	6 199
Western Europe	9 536	6 005	701	16 242
Total	34 548	16 343	2 097	52 988
Ratio to total				
Africa	0.26	0.15	0.17	0.23
Asia and the Pacific	0.19	0.15	0.17	0.18
Eastern Europe	0.01	0.06	0.04	0.03
Latin America	0.10	0.09	0.08	0.10
Middle East	0.06	0.03	0.05	0.05
North America	0.10	0.15	0.16	0.12
Western Europe	0.28	0.37	0.33	0.31
Total	1.00	1.00	1.00	1.00

Figure 1. United Nations system staff by regional group (nationality)

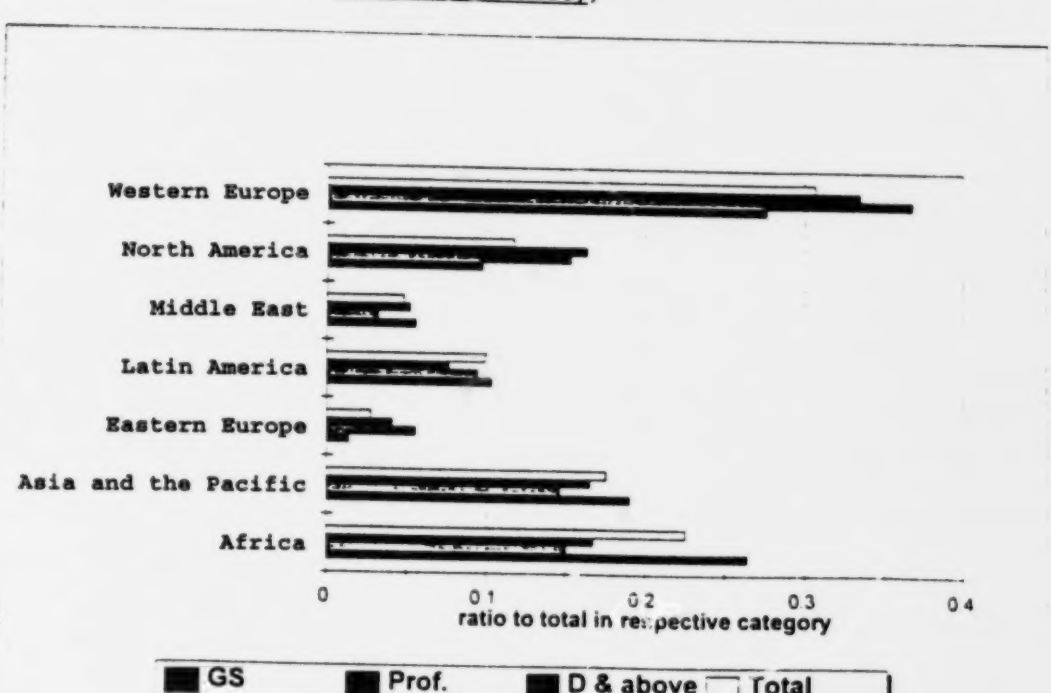


Table 2 and figure 2

Same population of staff broken down by region of duty station

Using the same groupings, categories and statistical approach, the common system staff are here broken down by the regional groups of their duty stations.

The statistics again show Western Europe ahead of the other regional groups. In all, 35 per cent of the staff of the common system work in organizations (or offices) situated on the European continent.

This "density" is even higher in the Director and above (42 per cent) and Professional (40 per cent) categories. The proportion of General Service staff employed is also highest in Western Europe, at 33 per cent. Although Africa is in second place judging by total number of staff (23 per cent), North America is in second place behind Western Europe in the category of Directors and above (23 per cent). Africa, which ranks third in the category of Directors and above (16 per cent) and second in the Professional (21 per cent) and General Service (25 per cent) categories, is followed by the Asia and the Pacific region with 13 per cent of the staff:

	Percentage
Directors and above	10
Professional category	11
General Service category	14

The Middle East and Latin America are almost neck-and-neck, with 5 per cent and 6 per cent respectively:

	Percentage
Middle East region	
Directors and above	4
Professional category	3
General Service category	7
Latin American region	
Directors and above	5
Professional category	6
General Service category	6

Eastern Europe, with the low concentration of posts allocated to it (1 per cent in each of the categories considered) ranks last.

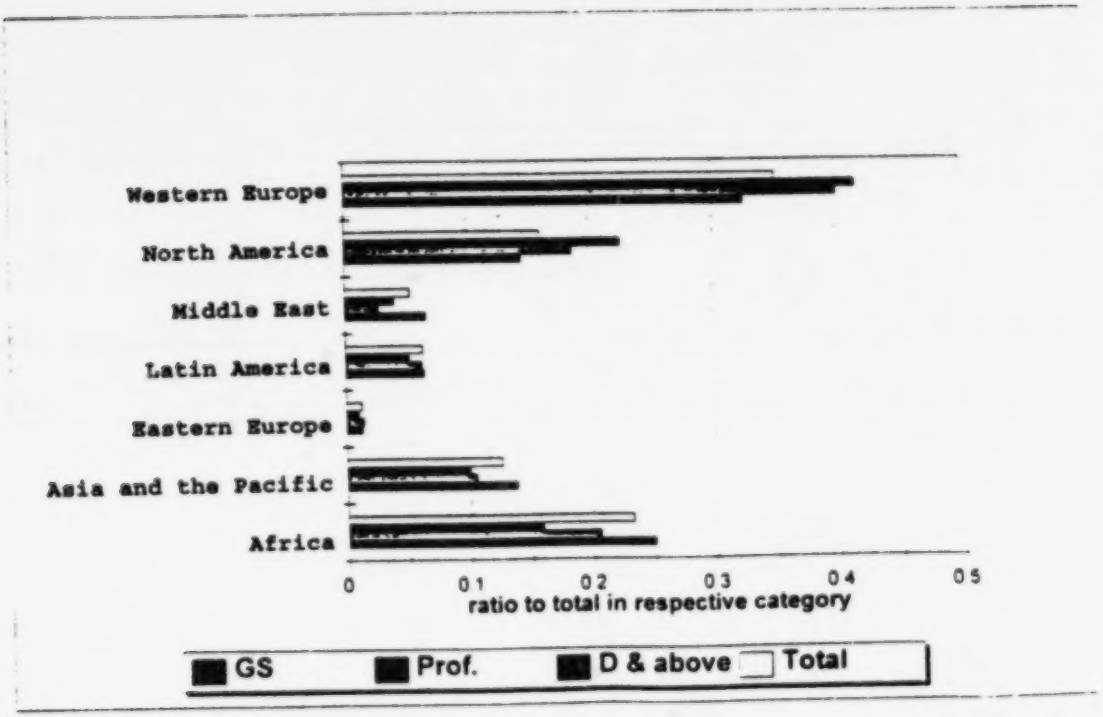
Figure 2 illustrates this analysis.

The pattern of distribution by duty station is partly explained by the fact that the majority of organization headquarters with their managerial structures (Director and above) are situated on the European continent and in North America. At the same time, the field (operations and executive branches) is in other regions.

Table 2. United Nations system staff by duty station (regional group)

Nationality	General Service	Professional	Director and above	Total
Number of staff				
Africa	8 421	3 219	318	11 958
Asia and the Pacific	4 645	1 643	201	6 489
Eastern Europe	429	212	19	660
Latin America	2 152	963	104	3 219
Middle East	2 211	427	80	2 718
North America	4 862	2 905	454	8 221
Western Europe	10 962	6 247	837	18 046
Total	33 682	15 616	2 013	51 311
Ratio to total				
Africa	0.25	0.21	0.16	0.23
Asia and the Pacific	0.14	0.11	0.10	0.13
Eastern Europe	0.01	0.01	0.01	0.01
Latin America	0.06	0.06	0.05	0.06
Middle East	0.07	0.03	0.04	0.05
North America	0.14	0.19	0.23	0.16
Western Europe	0.33	0.40	0.42	0.35
Total	1.00	1.00	1.00	1.00

Figure 2. United Nations system staff by duty station (regional group)



Tables 3 to 6 and figures 3 to 6

Separate breakdowns by duty station and nationality for each of the categories considered

This series of four breakdowns follows from the preceding comments on the overall breakdown of staff by nationality and duty station (tables and figures 1 and 2) and illustrates the relationship between the two. It is interesting to note, in comparing the relative figures with the breakdown by nationality and by duty station, that while in Western Europe and North America the number of staff employed exceeds the number of staff members from countries in those two regions (35 per cent and 16 per cent as against 31 per cent and 12 per cent respectively), the proportion in other regions is either the reverse or evenly balanced, depending on the category of staff. In other words, Western Europe and North America "take in" more staff than they "provide". By analogy, the other regions "provide" more staff than they "take in". In the context of this general observation, the relative figures for the category of Directors and above are of some interest: all regions other than Western Europe and North America "export" more than they "import". This suggests two conclusions:

(a) First, that Western Europe and North America have no monopoly on the "supply" of senior officials;

(b) Secondly, that the principle of balanced geographical distribution is better respected in the case of high-level posts where "political" requirements are predominant.

These conclusions evidently cannot be taken to be an absolute truth; too many factors of too diverse a nature enter into the delicate process of recruitment. It will be seen from table 6, which highlights the relationship between "imports" and "exports" in the Professional category, that there is a notable preponderance of "imports" over "exports" in the African region. The influx of Professional staff in the case of Africa may be explained by the relatively large number of operational projects there.

Table 6, which shows the relationships in the General Service category, reveals that "exports" predominate over "imports" in the regions of Latin America, Asia and the Pacific, and Africa. On the face of it, these regions are capable of generating a certain quantity of General Service staff.

Table 3. Correlation between nationality and duty station
(All staff total)

Country	Duty station	Nationality
Africa	0.23	0.23
Asia and the Pacific	0.13	0.18
Eastern Europe	0.01	0.03
Latin America	0.06	0.10
Middle East	0.05	0.05
North America	0.16	0.12
Western Europe	0.35	0.31

Figure 3. Correlation between nationality and duty station (all staff)

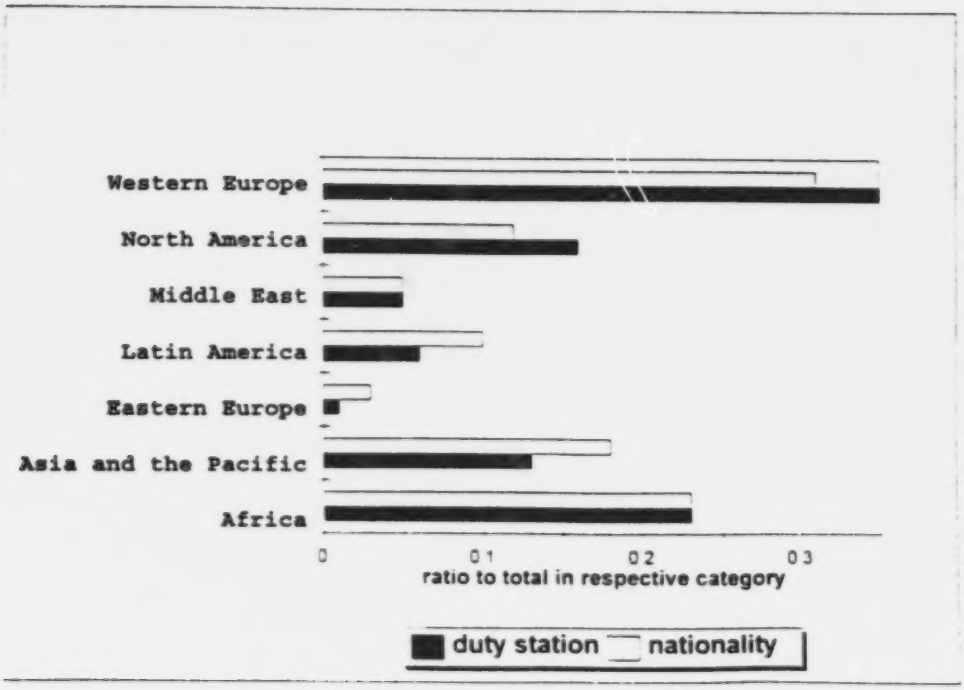


Table 4. Correlation between nationality and duty station
(Director and above total)

Country	Duty station	Nationality
Africa	0.16	0.17
Asia and the Pacific	0.10	0.17
Eastern Europe	0.01	0.04
Latin America	0.05	0.08
Middle East	0.04	0.05
North America	0.23	0.16
Western Europe	0.42	0.33

Figure 4. Correlation between nationality and duty station (Director and above)

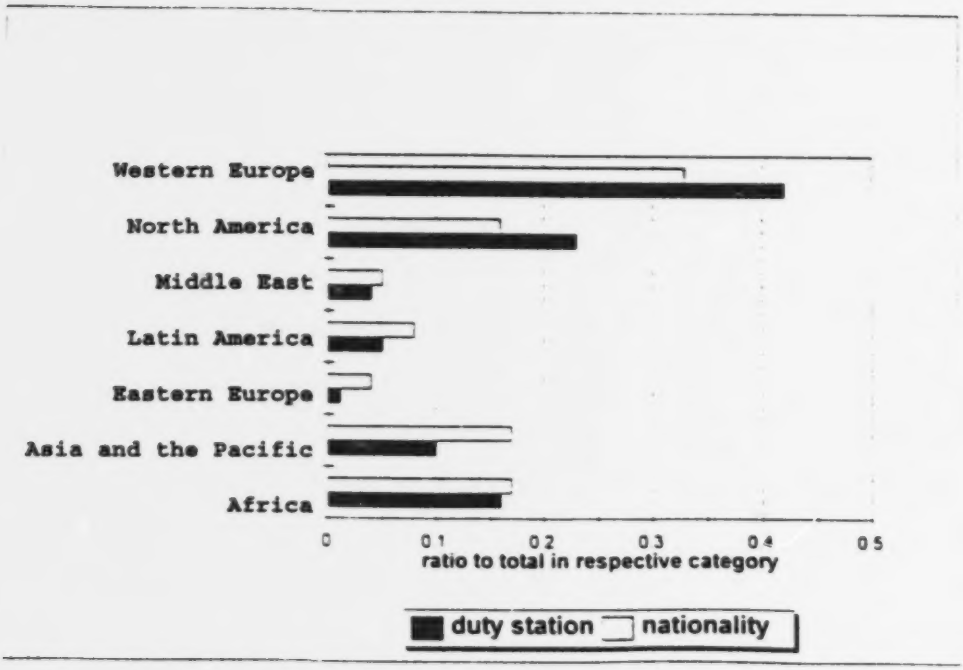


Table 5. Correlation between nationality and duty station (Professional category total)

Country	Duty station	Nationality
Africa	0.21	0.15
Asia and the Pacific	0.11	0.15
Eastern Europe	0.01	0.06
Latin America	0.06	0.09
Middle East	0.03	0.03
North America	0.19	0.15
Western Europe	0.40	0.37

Figure 5. Correlation between nationality and duty station (Professional category)

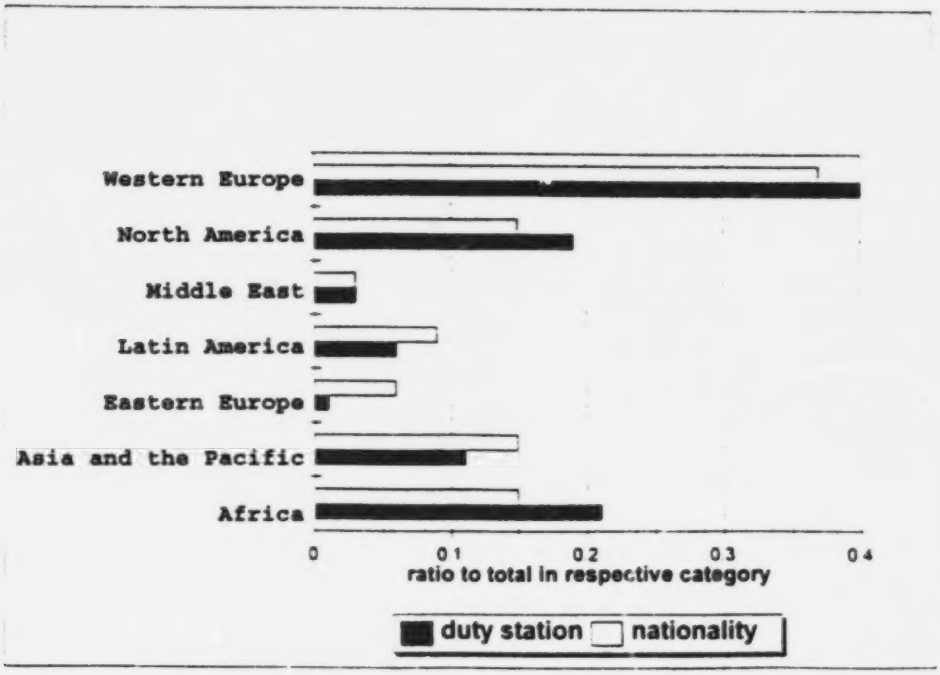


Table 6. Correlation between nationality and duty station (General Service category total)

Country	Duty station	Nationality
Africa	0.25	0.26
Asia and the Pacific	0.14	0.19
Eastern Europe	0.01	0.01
Latin America	0.06	0.10
Middle East	0.07	0.06
North America	0.14	0.10
Western Europe	0.33	0.28

Figure 6. Correlation between nationality and duty station (General Service category)

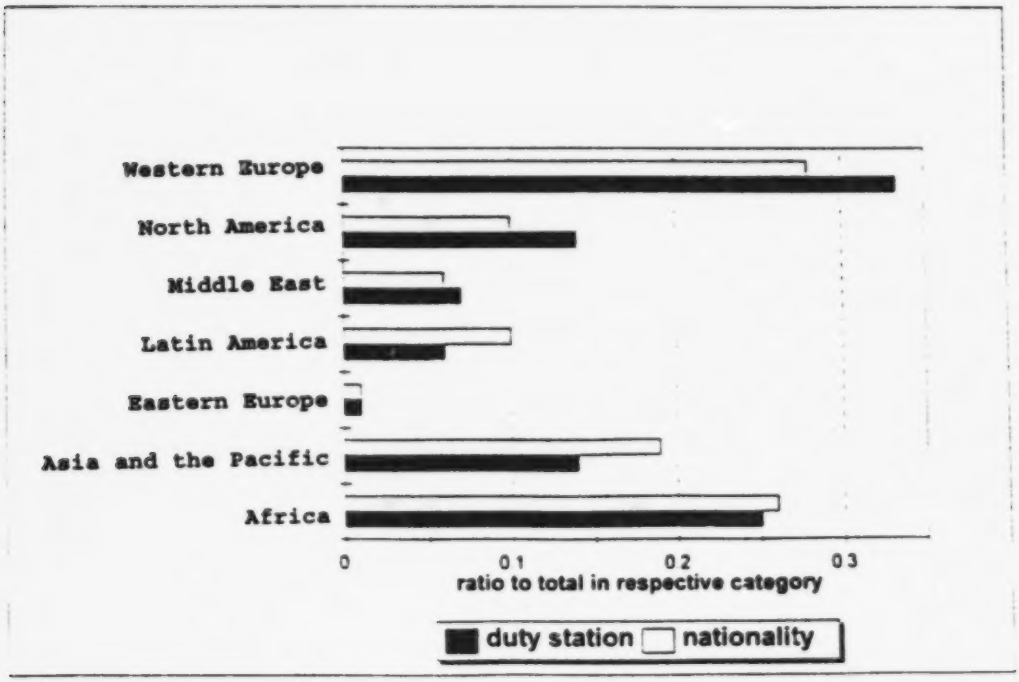


Table 7 and figure 7

Breakdown of all staff by nationality (regional group) expressed in terms of the points attributed to each post depending on its grade

83. This approach permits a quantitative assessment of geographical distribution. The post-weighting method used by FAO is followed in this report. The system is wholly based on the principle of weighting for different levels of posts. To avoid making the exercise, which is already complicated enough, unnecessarily burdensome, it was decided to apply it to a section of the most representative population (most similar in structure to the common system overall). The staff bodies of four organizations (the United Nations, UNHCR, FAO and UNESCO) taken together were found to meet this criterion. The FAO methodology has been extended in this report by adding a half-point for every post in the General Services category. The results of a series of compilations are given in table 7 and figure 7.

84. The information reveals that the distribution of points among the regional groups broadly mirrors the distribution of staff by regional nationality (see table 8 and figure 8).

Table 7. United Nations, UNHCR, FAO and UNESCO staff by nationality in terms of points

Nationality	General Service	Professional	Director and above	Total
Number of staff				
Africa	1 823.5	7 121.0	1 960.0	10 904.5
Asia and the Pacific	1 405.0	6 133.0	1 705.0	9 243.0
Eastern Europe	152.0	2 573.0	565.0	3 290.0
Latin America	1 058.5	4 588.0	985.0	6 631.5
Middle East	588.5	1 675.0	665.0	2 928.5
North America	722.5	5 325.0	1 425.0	7 472.5
Western Europe	2 361.5	13 460.0	3 245.0	19 066.5
Total	8 111.5	40 875.0	10 550.0	59 536.5
Ratio to total				
Africa	0.22	0.17	0.19	0.18
Asia and the Pacific	0.17	0.15	0.16	0.16
Eastern Europe	0.02	0.06	0.05	0.06
Latin America	0.13	0.11	0.09	0.11
Middle East	0.07	0.04	0.06	0.05
North America	0.09	0.13	0.14	0.13
Western Europe	0.29	0.33	0.31	0.32
Total	1.00	1.00	1.00	1.00

Figure 7. United Nations, UNHCR, FAO and UNESCO staff by nationality in terms of points

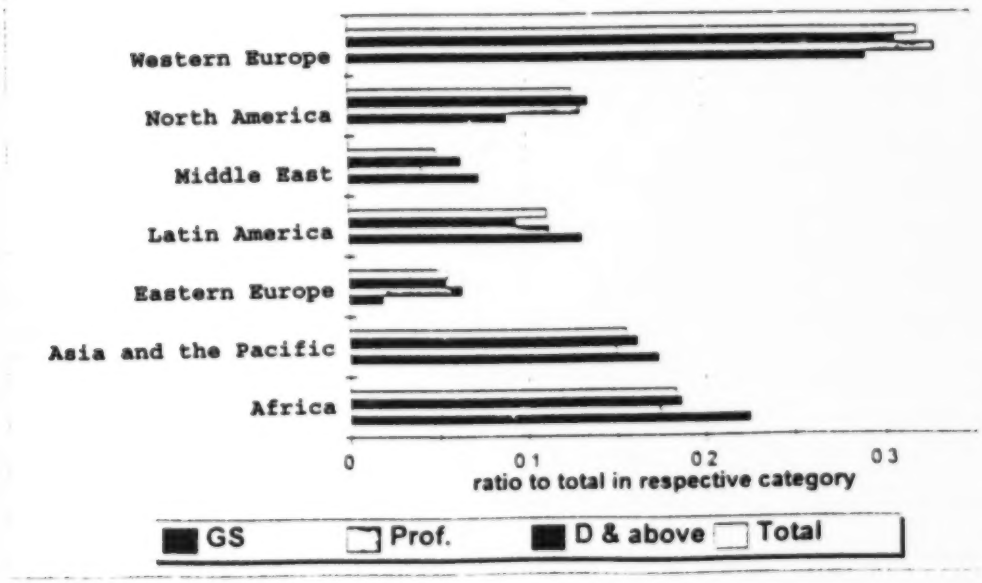


Table 8 and figure 8

These analyses basically seek to superimpose two distributions: that of the staff and that of the points attributed to their posts. The conclusions reached above (comments on table 7 and figure 7) are confirmed.

Table 8. United Nations, UNHCR, FAO and UNESCO staff by regional group (nationality)

Nationality	General Service	Professional	Director and above	Total
Number of staff				
Africa	3 647	1 279	190	5 116
Asia and the Pacific	2 810	1 191	163	4 164
Eastern Europe	304	502	55	861
Latin America	2 117	839	94	3 050
Middle East	1 177	293	63	1 533
North America	1 445	993	138	2 576
Western Europe	4 723	2 796	315	7 834
Total	16 223	7 893	1 018	25 134
Ratio to total				
Africa	0.22	0.16	0.19	0.20
Asia and the Pacific	0.17	0.15	0.16	0.17
Eastern Europe	0.02	0.06	0.05	0.03
Latin America	0.13	0.11	0.09	0.12
Middle East	0.07	0.04	0.06	0.06
North America	0.09	0.13	0.14	0.10
Western Europe	0.29	0.35	0.31	0.31
Total	1.00	1.00	1.00	1.00

Figure 8. United Nations, UNHCR, FAO and UNESCO staff by nationality (regional group)

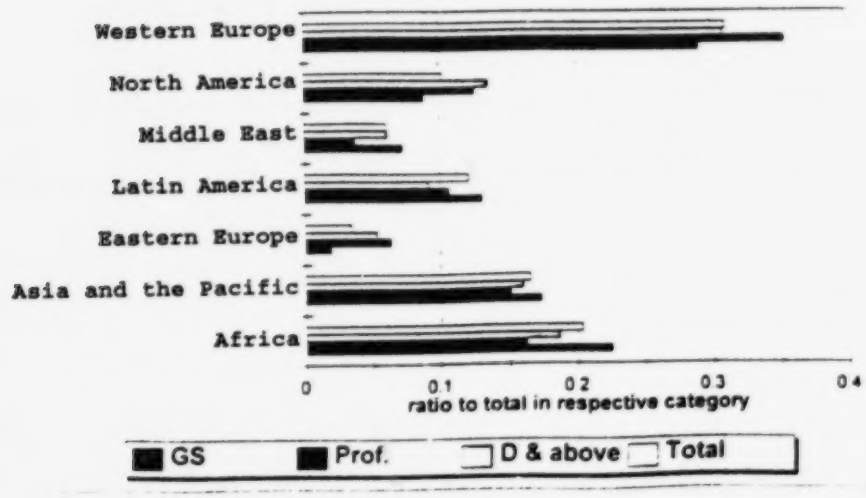


Table 9 and figures 9 and 10

These analyses bring together quantitative data (numbers of individuals) and qualitative information (numbers of points). They relate only to the Director and Professional categories of staff and above. The combination of the qualitative and quantitative aspects enables the average "value" of a staff member from each region to be assessed.

It will be noted from these tables that the average "value" of a staff member is highest in the case of Middle Eastern nationals, at 6.57 points. In second position comes Africa, with 6.18 points. Latin America and North America share third place with 5.97 points. Fourth, at 5.79 points, one finds the Asia and the Pacific region. Next to last is Eastern Europe, with 5.63 points, and last is Western Europe, with 5.37 points. To make the positions of the respective regional groups clearer, figures 9 and 10 show them in relation to the average "value" for all the staff considered.

Western Europe's position, markedly below the average, may be explained by the relatively high numbers of General Service staff promoted into the Professional category. Such promotions put the beneficiaries at the bottom of the Professional scale.

Table 9. UN, UNHCR, FAO and UNESCO staff by regional group in absolute number and in terms of value of post (in points, FAO method)

Nationality, United Nations, UNHCR, FAO, UNESCO	Staff		
	Professional	Director and above	Total
Africa	1 279	190	1 469
Asia and the Pacific	1 191	163	1 354
Eastern Europe	502	55	557
Latin America	839	94	933
Middle East	293	63	356
North America	993	138	1 131
Western Europe	2 796	315	3 111
Total	7 893	1 018	8 911

Nationality, United Nations, UNHCR, FAO, UNESCO	Points		
	Professional	Director and above	Total
Africa	7 121.0	1 960.0	9 081.0
Asia and the Pacific	6 133.0	1 705.0	7 838.0
Eastern Europe	2 573.0	565.0	3 138.0
Latin America	4 588.0	985.0	5 573.0
Middle East	1 675.0	665.0	2 340.0
North America	5 325.0	1 425.0	6 750.0
Western Europe	13 460.0	3 245.0	16 705.0
Total	40 875.0	10 550.0	51 425.0

Average staff member value in points

Nationality, United Nations, UNHCR, FAO, UNESCO	Professional	Director and above	Total
Africa	5.57	10.32	6.18
Asia and the Pacific	5.15	10.46	5.79
Eastern Europe	5.13	10.27	5.63
Latin America	5.47	10.48	5.97
Middle East	5.72	10.56	6.57
North America	5.36	10.33	5.97
Western Europe	4.81	10.30	5.37
Global average	5.18	10.36	5.77

Deviation from global average

Nationality, United Nations, UNHCR, FAO, UNESCO	Professional	Director and above	Total
Africa	0.39	-0.05	0.41
Asia and the Pacific	-0.03	0.10	0.02
Eastern Europe	-0.05	-0.09	-0.14
Latin America	0.29	0.12	0.20
Middle East	0.54	0.20	0.80
North America	0.18	-0.03	0.20
Western Europe	-0.37	-0.06	-0.40
Total	-0.00	0.00	0.00

Figure 9. Average staff member value by regional group (Professional category and above only)

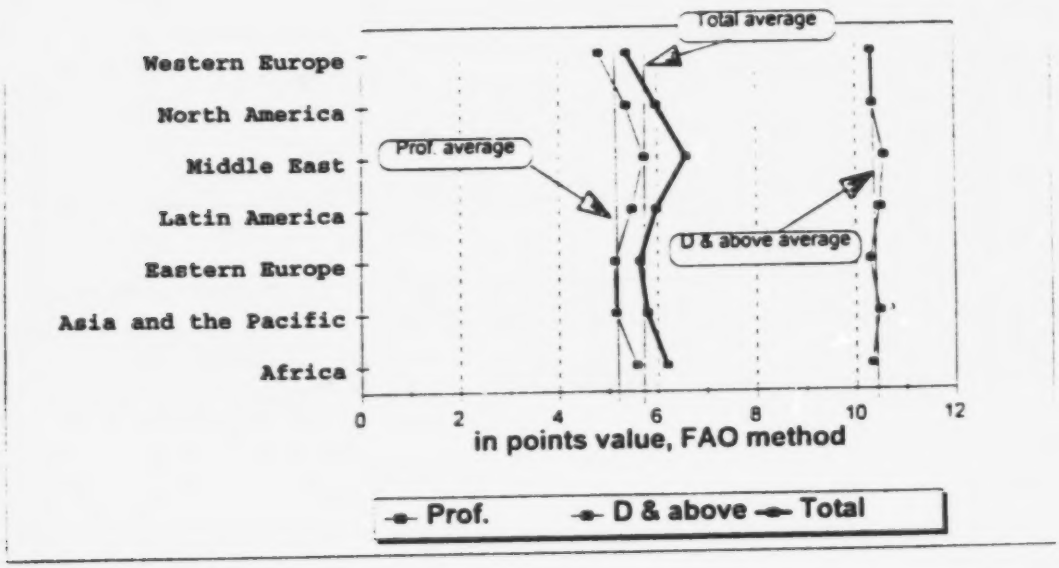


Figure 10. Average staff member value deviation from global average in each category (Professional category and above only)

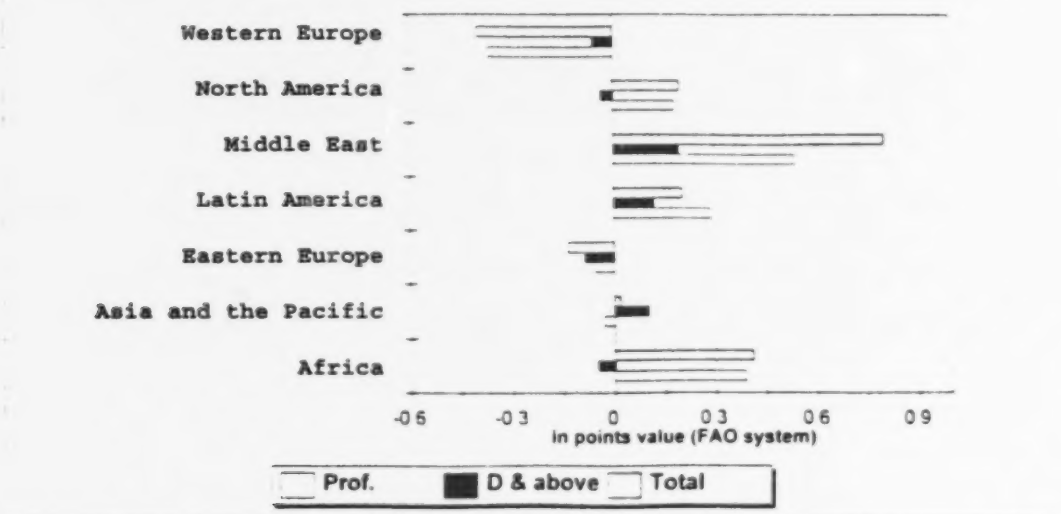


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Table 10 and figure 11

Breakdowns similar to those above, but including General Service category staff

Given the relatively small number of General Service staff from Eastern Europe, the average for the region's staff members overall is relatively high (3.82, compared with 2.37 for all regions). In other words, the number of points accumulated in the Director and above and Professional categories is but little "diluted" by the remaining body of East European staff members.

Table 10. UN, UNHCR, FAO and UNESCO staff by regional group in absolute number and in terms of value of post

(in points, FAO method)

	Staff			
Nationality, UN, UNHCR, FAO, UNESCO	General Service	Professional	Director and above	Total
Africa	3 547	1 279	190	5 116
Asia and the Pacific	2 810	1 191	163	4 164
Eastern Europe	304	502	55	861
Latin America	2 117	839	94	3 050
Middle East	1 177	293	63	1 533
North America	1 445	993	138	2 576
Western Europe	4 723	2 796	315	7 834
Total	16 223	7 893	1 018	25 134

	Points			
Nationality, UN, UNHCR, FAO, UNESCO	General Service	Professional	Director and above	Total
Africa	1 823.5	7 121.0	1 960.0	10 904.5
Asia and the Pacific	1 405.0	6 133.0	1 705.0	9 243.0
Eastern Europe	152.0	2 573.0	565.0	3 290.0
Latin America	1 058.5	4 588.0	985.0	6 631.5
Middle East	588.5	1 675.0	665.0	2 928.5
North America	722.5	5 325.0	1 425.0	7 472.5
Western Europe	2 361.5	13 460.0	3 245.0	19 066.5
Total	8 111.5	40 875.0	10 550.0	59 536.5

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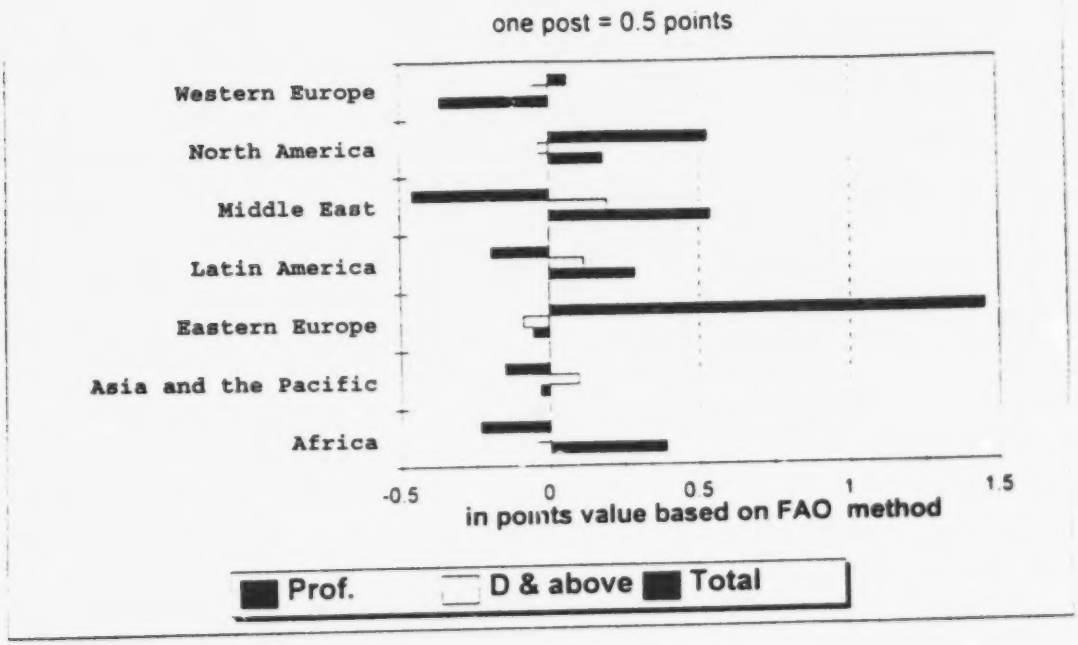
Average staff member value in points

Nationality, UN, UNHCR, FAO, UNESCO	General Service	Professional	Director and above	Total
Africa	0.50	5.57	10.32	2.13
Asia and the Pacific	0.50	5.15	10.46	2.22
Eastern Europe	0.50	5.13	10.27	3.82
Latin America	0.50	5.47	10.48	2.17
Middle East	0.50	5.72	10.56	1.91
North America	0.50	5.36	10.33	2.90
Western Europe	0.50	4.81	10.30	2.43
Global average	0.50	5.18	10.36	2.37

Deviation from global average

Nationality, UN, UNHCR, FAO, UNESCO	Professional	Director and above	Total
Africa	0.39	-0.05	-0.24
Asia and the Pacific	-0.03	0.10	-0.15
Eastern Europe	-0.05	-0.09	1.45
Latin America	0.29	0.12	-0.20
Middle East	0.54	0.20	-0.46
North America	0.18	-0.03	0.53
Western Europe	-0.37	-0.06	0.06
Total	-0.00	0.00	-0.00

Figure 11. Average staff member value deviation from global average in each category, including General Service



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